OE FORM 6000, 2/69

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
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ERIC REPORT RESUME

ERIC ACC. NO. ED 032 410			
CH ACC. NO. VT 008 899	P.A.	PUBL. DATE 69	ISSUE RIEJAN70

IS DOCUMENT COPYRIGHTED? YES ☐ NO ☒
ERIC REPRODUCTION RELEASE? YES ☐ NO ☒
LEVEL OF AVAILABILITY I ☒ II ☐ III ☐

AUTHOR
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TITLE
New Careers in Local Government.

SOURCE CODE BBB00291	INSTITUTION (SOURCE) Institute for Local Self Government, Berkeley, Calif.
SP. AG. CODE BBB00437	SPONSORING AGENCY Manpower Administration (DOL), Washington, D.C.

EDRS PRICE 0.75;6.75	CONTRACT NO.	GRANT NO.
REPORT NO.		BUREAU NO.

AVAILABILITY

JOURNAL CITATION

DESCRIPTIVE NOTE
133p.

DESCRIPTORS Entry Workers; Occupational Mobility; Work Experience Programs; *Culturally Disadvantaged; *Government Employees; Career Planning; Program Development; Program Planning; Community Colleges; Guidelines; *Educational Programs; Vocational Development; *Program Descriptions; Job Development; Models; City Government; Occupational Information; *Employment Programs

IDENTIFIERS
*New Careers Program

ABSTRACT

This manual outlines concepts, approaches, strategies, and tactics for developing new careers in local government. "The Why and What of New Careers" explains the general concepts of New Careers and discusses the manpower needs of local government agencies. "The How of New Careers" describes the process of designing new careers in terms of planning (with emphasis upon functional job analysis), recruiting, selecting, and training. "Evaluating the How of New Careers" describes problem areas pointed out by funding and user agencies, including organization and administration, job development, recruitment and selection, and training. "A Statewide New Careers Model" provides a model patterned on work in California to indicate what can be done to change existing personnel systems to solve public service manpower problems by hiring the disadvantaged. Appendixes include (1) career ladders, job descriptions, and community college course titles for subprofessional municipal government occupations, and (2) a sample basic curriculum for new careers employees in local governments. (JK)

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NEW CAREERS IN LOCAL GOVERNMENT

Aaron J. Miller

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THE INSTITUTE FOR LOCAL SELF GOVERNMENT • HOTEL CLAREMONT BUILDING • BERKELEY, CA. 9470
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"Research and Education to Promote and Strengthen the Institutions and Processes of Local Self Government

California's urban communities have entered a dynamic era of physical, social, economic, and cultural growth and change. The severe problems present a challenge and an opportunity which calls for the best in initiative, organizing ability and leadership from those of our citizens who accept responsibility for decision-making and problem-solving at the local level. The Institute's capabilities and research activities are designed to produce results keyed to practical local government operations and programs. In frequent affiliation with the League of California Cities, the Institute's research projects are broad-based and flexible to provide a bridge between the academic community and local government practitioners. Research projects are intended to result in "Designs for Action."

The Institute for Local Self Government is in its second decade of service as a non-profit, tax-exempt, educational and research corporation under applicable California and federal laws. As a public educational organization, its purposes are to promote and strengthen the processes and institutions of local self government; sponsor and conduct meetings and conferences of local community leaders concerning local government problems in order to improve the quality of citizen participation in community growth and change; sponsor and conduct training courses in local self government to develop individual leadership capabilities in policy formation at the local level; acquire and disseminate educational materials to increase the knowledge and understanding of the principles of local self government; improve the capability of community leaders to participate and contribute more effectively to local self government; and, to engage in research programs related to local government public administration.

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"A Design for Action to Improve Local Government New Careers Opportunities"

NEW CAREERS IN LOCAL GOVERNMENT

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Financed in part under a grant from the U. S. Department of Labor, Manpower Administration, Bureau of Work Training Programs (Contract G 7 8924 05, 1969)

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"Ideally, what sets the New Careers program apart from other governmental training programs is this: Once a trainee is accepted into the program — and if he is successful in the training — he has a sure job at the end of his tutelage.

In the New Careers program the trainee is assured that if his work is acceptable, he will move up a 'Career Ladder' to a better job."

The Christian Science Monitor

INTRODUCTION

In September, 1968, the Institute for Local Self Government sponsored a New Careers Conclave in co-operation with the Bureau of Work Training Programs, Manpower Administration, U.S. Department of Labor, Alaska Municipal League, League of Arizona Cities and Towns, the League of California Cities, the City and County of Honolulu (Mayor's Office), the Association of Idaho Cities, the Nevada Municipal Association, the League of Oregon Cities, and the Association of Washington Cities.

Called "Local Government New Career Implementation Tactics," the meeting involved elected officials and key personnel policy-making officials whose daily activities and work set the policies, administrative regulations and tone of the agencies which employ well over 50% of the municipal employees in the west. Conclave Proceedings were prepared and distributed to those attending as well as to cities throughout the United States through their respective state associations/leagues. Local government officials who share a deep concern for constant improvement in the processes and institutions of local government have been using the Proceedings as a basis for "creative personnel administration."

The response of public officials suggested the preparation of this publication to provide a non-technical, step-by-step Manual culled from the substantive entries of the reports of the Conclave, supplemented by (a) methods of job analysis, (b) suggested selection and applicable recruitment techniques, (c) examples of modern job descriptions, (d) suggested curricula for community colleges, (e) suggested operationally-oriented career ladders, (f) suggested methodology for conducting a Minority Employee Skills Survey and (g) guidelines for New Careers programs. All examples used in this publication are based upon the experiences of local government agencies. The quotations preceding each section of the Manual are from operating officials who attended the Conclave.

This Manual discusses not only Federal New Careers Programs, but New Careers programs and activities that can be classified as a municipal or county do-it-yourself activity. The range of programs has been related to the broader personnel systems functioning within the framework of rules and regulations applicable to most local governments. The totality of concern with the human resources of a local government is uppermost in its pages.

The federal impetus for New Careers and related federal manpower programs as they relate to local government employment seeks extension of present systems to include those who are frequently "locked out" of the local government public service by reason of unrealistic entry-level requirements. The Institute for Local Self Government takes the position that meaningful, socially useful public service careers can be initiated by a re-grouping of entry-level tasks into jobs that are capable of being filled by something less than fully professional personnel. In that light, New Careers is just one of many things that are changing our ideas concerning merit systems, entry into the public service, traditional civil service processes and a panoply of present standard operating procedures in public personnel.

> "It is not easy ... to adjust to the do's in the how-to-do-it manuals. Personnel departments ... have to do exactly the opposite of everything they have done for 20 years. And the same goes for many others. Supervisors will have to tolerate the kind of performance for which employees have been fired in the past, while working patiently to improve that performance. Production engineers will have to fit the jobs to the workers. ... Established workers will have to make allowances for their new co-workers. ...[a]

The above statement indicates the pressures on existing personnel systems in local governments in attempting to effect changes which will help solve manpower and social problems.

It also indicates the depth of the problems and issues which must be considered by those "change agents" who would turn the existing system upside down. However, this is not to say that changes are not needed. New Careers concepts should be carefully reviewed for their relevancy for improving personnel methods and procedures which could be implemented with or without federal funds.

Further, it should be a program which is equally as valid for "old careerists" as it is for New Careerists. It has opened the door in many local governments to changes in methods of job analysis, selection, recruitment, training and education and training policies.

The question now is to ensure that these will not be superficial changes which last only for the duration of a short-term project, but lasting changes which permeate the existing system with implementation and support from those who are responsible for what the Institute calls Creative Personnel Administration — elected officials and local legislatures, chief administrative officers, personnel directors, personnel and civil service commissions and department heads. Most of all, the manpower strategies, be they New Careers or others, must provide realistic means for the unemployed and underemployed to embark upon public service careers. Administrators at all levels must avoid the manpower program "oversell" as a panacea for unemployment and related social and economic problems.

While certain approaches and concepts have been propounded in this publication, we do not intend to finitely say, this is 'how-to-do-it.' What we are publishing is more in the order of an educative, nontechnical manual outlining concepts and approaches as well as strategies and tactics. As an advocate of strong local self-government and home rule, the Institute believes that in this field, as in many others, "it is in the communities that the manpower institutions operate; it is there that they must be designed in relation to the economy they serve...

---

[a] James L. Sundquist, "Jobs, Training and Welfare for the Underclass," Agenda for the Nation, Kermit Gordon, Ed., The Brookings Institution, Washington, D.C., 1968, p. 56.

Federal agencies must shift their emphasis from a reviewing and approving role to a consultative role ... they must refrain from stultifying local initiative by substituting their judgment for that of local authorities on the substantive content of plans and projects."[b]

As local governments ask what potential changes in the personnel system might occur to fill unfilled jobs with unemployed people, for example, it is well to stress again the chart which appears in the first chapter of this Manual and which is reproduced again on the following page, since it sets the mood for thinking through the various problems. The changes suggested, as we say, are not "revolutionary" but do illustrate, when assembled, realistic goals for all hands in an operational setting in city halls.

Les White, Senior Research Associate of the Institute, is the principal author of the Manual, assisted by Patricia McCormick and Les Leister. The Institute gratefully acknowledges the assistance received from Richard Bernheimer, Director, Careers Opportunities Program, California State Personnel Board; Sidney A. Fine, W. E. Upjohn Institute for Employment Research; Wilbur Hoff, Health Education Consultant, California Department of Public Health; Jim Lundberg, Project Director, Social Development Corporation; Jim Newman, Personnel Director, City of Oakland; Mori Noguchi, Principal Personnel Analyst, San Francisco Civil Service Department; Ricardo Ontiveros, Executive Director, New Career Development Organization, Oakland, Robert Galloway, Personnel Director, City of Fresno, and L. Dean Lowe, New Careers Co-ordinator, Fresno Concentrated Employment Program.

The publication was financed, in part, under a grant from the U.S. Department of Labor, Manpower Administration, Bureau of Work Training Programs (Contract G 7 8924 05) whose willingness to concentrate efforts and funds for increasing the dialog between levels of government, with particular emphasis on municipalities, should not go unacknowledged. The Institute's relationships with the BWTP are now entering their second year and must be characterized as being in the finest spirit of intergovernmental co-operation and technical assistance.

The format of the Manual follows that of the New Careers Conclave, and is organized around the Who, What, When, Where, How and Why of New Careers.

Randy H. Hamilton
Executive Director

Claremont Hotel
Berkeley, California
March, 1969

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[b] *Ibid.*, p. 70.

CHANGING THE OLD	TO THE NEW
1. Work experience requirements unrealistic in relation to actual job demands.	1. Reduce work experience requirement.
2. Education requirements unrealistic in relation to actual job demands.	2. Reduce education requirement.
3. Overly stringent physical qualifications.	3. Reduce physical requirements.
4. Arrest record "screens out" job candidate.	4. Change from arrest to conviction record.
5. Written examinations often biased against person having potential but lacking verbal skills.	5. Substitute oral interviews, use performance tests, completion of comprehensive application forms, and use of "job element" testing wherever possible.
6. Recruitment often limited to job bulletins, newspaper ads, and established lines of informal communication.	6. Provide for "outreach recruitment" to reach those who are "locked out" of the system. Recruit through local community agencies, door-to-door canvasing, "jobmobiles."
7. Based on existing classifications and positions, there are few jobs requiring minimal skills.	7. Add new trainee and aide jobs at the bottom of "existing career ladders," or create series of completely new career ladders with subprofessional job opportunities through the restructuring of professional jobs.
8. Person with ability and experience unable to move into professional ranks.	8. Consider substituting combination of work experience and education for specific credentials and degrees.
9. Lack of skills prevent unemployed and underemployed from moving into entry level and subsequent job levels.	9. Establish training programs to improve job skills, work habits, taking of promotional tests, supervisory training, human relations, and sensitivity training for both new employees and supervisors.
10. Inability to adjust to work environment, feelings of alienation, anxieties, need for guidance through the substantive and procedural bureaucratic maze.	10. Assign fellow employee to be "coach" and assist new employee in adapting to the work environment.
11. New employee with disadvantaged background lacks basic education but can perform simple job tasks.	11. Provide for remedial education opportunities, possibly through released time form the job.
12. Person can't work because of child care, transportation, financial or legal problems.	12. Provide or assist in obtaining "supportive services" so that person can work.

I. THE WHY AND WHAT OF NEW CAREERS

I. THE WHY AND WHAT OF NEW CAREERS

"Why not say we must train a million unemployed a year for unfilled jobs that already exist?"

"A MAN'S JOB, A MAN'S WORK, A WOMAN'S JOB, A WOMAN'S WORK IS THE MOST IMPORTANT PART OF HIS LIFE. THIS IS WHAT CAREER DEVELOPMENT IS ALL ABOUT. THIS IS WHAT WE HAVE TO DEDICATE OURSELVES TO."

"If you can't deal with the question of bringing the unemployed into the system with some degree of graciousness and concern on your own personal part to make a real commitment, then don't think about New Careers. It is not cut out for you. You can't live with it."

". . . New Careers is not really a new concept. The service areas . . . to which it is being extended may be new, the manpower that is being drawn upon and is being utilized may be new, but the principles are pretty old. They are the principles . . . of creative personnel administration."

"A MANPOWER STRATEGY IS THE ONLY SOLID BASIS FOR MAKING NEW CAREERS AN INTEGRAL PART OF LOCAL GOVERNMENT PROCESSES."

New Careers is one important way of opening job opportunities at the entry and subprofessional level of existing and evolving government occupations by restructuring existing Administrative, Professional and Technical jobs as well as creating new and socially useful ones. It is a way of combining manpower strategies (the filling of unfilled jobs) with the desire of local government officials to improve public service employment opportunities (meaningful employment for the unemployed and underemployed).

The ultimate goal of New Careers should be as a major, permanent resource for long-range manpower needs and job needs of the population. It should not be a stop-gap or make-work employment for any segment of our population.

The Manpower Gap — The Demand Side

The manpower gap exists because of the growth of local government employment which is growing at a rate well above that of the national economy. The Bureau of Labor Statistics (Tomorrow's Manpower Needs, Washington, D.C., 1969) estimates that employment requirements in local government will increase by one-third in the next six years, nearly twice as fast as the increase projected for total employment in the United States. The rapidity of employment growth in local governments will be particularly acute in the areas of planning and administrative manpower, which also are in strong demand in other sectors of the economy.

In the past sixteen years, local government full-time employment has increased over 100% and monthly payrolls are up about 325%! There is no reason to think these trends will not continue.

State and local governments will need to recruit about 1,000 new APT employees per working day for the next decade. Professional occupations requiring the most education and training will grow twice as fast as overall local government employment, with scientific and engineering occupations being the fastest-growing of all. While projected employment growth rates, based on Bureau of Labor Statistics surveys, indicate significant manpower demands in APT occupations, there does not seem to be any increase in the number of people being prepared for these careers. In fact, available statistics indicate a relative decrease during the past five years. The warning set forth in the Manpower Report of the President to the Congress of the United States, in March, 1965, has not been heeded:

> "The great growth in cities and the increased demands for services that derive from such growth underlie the shortages of qualified professional, technical and administrative personnel in this branch of government. City governments have manpower shortages not only in occupations where personnel is generally scarce . . . but also in new occupations resulting from urban growth."

Thus, the manpower gap: Too many skilled jobs for too few skilled people.

The Manpower Gap — The Supply Side

Locked into the unemployment cycle and dead-end jobs are millions of people whose skills are being made obsolete by our rapidly changing technology. While overall unemployment is at one of its lowest rates in years, this should not lead us to think that a chronic employment problem does not exist. The Joint Economic Committee observed that "Unemployment and underemployment are among the most persistent and serious grievances of our disadvantaged minorities. The pervasive effect on these conditions . . . is inextricably linked to the problem of civil disorders." [1] The Negro unemployment rate has consistently been 6-8%,or roughly double the national average, and anywhere from 20 to 50% in some of the more severely depressed urban areas. Thus, the manpower gap: Too many unskilled and semi-skilled workers for too few unskilled and semi-skilled jobs.

The Manpower Gap is the bedrock of New Careers. New Careers encompasses a number of concepts and strategies which are intended to move the unskilled, under- or unemployed person, through intensive education and training, into a career of primarily white collar occupations and through the restructuring of the skilled jobs to extricate those tasks which can be performed by someone with less training. One of the fundamental differences between New Careers and other programs is the realization that in many cases jobs can be adapted to people as readily as people can be trained to fit the slot of a particular job.

New Careers Concepts

New Careers is predicated upon some basic tenets of what should, in effect, be good personnel practices in any agency. These are the core and substance of the full-blown New Careers program and are set forth here from the Institute publication entitled, New Careers — A Manpower Strategy for Local Government:

For fulfillment of modern manpower and social goals, a New Careers program should revolve around the following elements, supported by a policy commitment from legislatures and city councils:

---

[1] Report of the Joint Economic Committee, Congress of the United States, "Employment and Manpower Problems in the Cities: Implications of the Report of the National Advisory Commission on Civil Disorders," U.S. Government Printing Office, Washington, D.C., September 16, 1968.

--Productive entry-level positions, not "make-work" jobs.

--Training immediately available, integrally connected to entry-level positions and supported by a commitment of the local government's personnel, time and funds.

--A clearly-defined career ladder between entry-level positions and through the hierarchy to fully professional and career ranks.

--Relevant training for higher positions available through the job with released time when and where necessary.

--A close link between training in job skills and general continuing education necessary for career upgrading.

--Definition of training programs and their packaging as part of local government's responsibility to insure employee upgrading.

--Creation of career pathways upwards for both old and new careerists.

--Expanded recruitment and revised selection techniques to adapt personnel methods to the hiring of people based on actual job demands and not arbitrary symbols and credentials.

--Agreement by professional and labor organizations and related organizations to the principles and concepts of New Careers.

New Careers? Career Development? Career Opportunities?

Increasingly, there have been distress signals from the original designers of New Careers because in many areas there has been a gradual erosion of the basic stance and posture of the original concepts. After a couple of years of experience in the program, it is only logical that modifications occur to the basic program and that "do-it-yourself" experiences in the employment and training of the disadvantaged arise as off-shoots of New Careers. If we view New Careers as a potpourri of creative personnel techniques and concepts which have the "twin goals of a successful manpower strategy and extensions of social democracy, without diminishing the quality of local government services and functions", then we begin to have a wedge for creating meaningful new approaches (or revising some old approaches) within the context of the existing system.

This, of course, assumes that the existing system is not as bad as some would have us think. However, a fundamental distinction must be made between human services, such as health, welfare, education, etc., and other local government services, such as accounting, engineering, building inspection, etc. The reason is that subprofessional opportunities in professionally-related functions are really just opening up with the New Careers thrust in the human services area. On the other hand, in some of the more traditional technical Data and Thing oriented functions, subprofessional roles have existed for some time. So, to create subprofessional employment opportunities in the human services frequently requires structuring "from scratch" those positions which require little if any training and education. In some of the technical occupations, it may require only changes in job qualifications for existing positions and the linking up of positions already structured in a career ladder form.

The point is that the same objectives — filling manpower needs with the unemployed and underemployed — can be accomplished with different degrees of effort and change depending upon the occupations with which one is working. Some of the other techniques which may accomplish the sought-after objectives are summarized by the Career Opportunities Development Program of the State of California:

"While there are nearly as many ways of developing career opportunities as there are types of work and organizations, there are several approaches that have proved successful in other organizations and jurisdictions and in some areas of State service. No one approach is best in all settings, and it is likely that a comprehensive program would include a combination of tried or new approaches, depending on individual circumstances. Some of those most widely tried are described briefly below.

"a. Restructuring of jobs: Job restructuring consists of breaking down each job (or the work of each organizational unit) into its component tasks which are then grouped together to form new classes on the basis of the skill level required for performance of the tasks.

This approach has proved most effective in professionalized occupations, especially in the human services field where substantial educational attainment has traditionally been required for entry into the field, and where the traditional journeyman level performs a wide range of tasks related to interpersonal interaction with clients. It may be appropriate, however, for a wide range of other occupational areas.

"b. Establishment of new trainee or entry levels: This approach is somewhat like job restructuring in that a new class is created; however, in this approach, the new level is added below the existing entry level (aide, trainee, assistant, technician, etc.) rather than being created as a result of removing duties from other classes. It may prove most effective in skilled or semi-skilled job situations, particularly in occupational areas where experience rather than education is stressed in the existing entry level class and where the formal pre-job training required is minimal.

"c. Upgrading of existing employees: There are many classes in State service with minimal educational and experience requirements that can, or already do, attract a large proportion of disadvantaged persons. Many persons employed in such classes possess higher levels of education and experience than the jobs require and/or have the potential to move into more significant and productive positions. (Examples include food service, laundry, groundskeeping and others in housekeeping related services.)

"d. Revision of 'Minimum Qualifications': In some instances, 'Minimum Qualifications' may demand a higher level of education or experience than the job requires. 'Minimum Qualifications' of all entry level classes should be re-evaluated to ascertain their relevancy to the job.

"e. Pre-job Training Programs: In this approach, the training or work experience program is conducted for persons not yet employed in order for them to qualify for existing or newly developed employment entry classes. Frequently, a source of such trainees can be developed through local War on Poverty programs, Welfare Department programs, or through the Neighborhood Youth Corps.

"While it appears that new entry level opportunities can be developed in nearly all organizations and occupational groups, it is desirable to concentrate efforts on methods of program implementation and on classes or occupational areas which will be most fruitful. In the ideal situation, the following characteristics would be present:

"1. Substantial hiring activity.

"2. Jobs located in geographical areas accessible to the disadvantaged.

"3. A minimum of education and/or experience required for initial employment. (There is evidence that most jobs can be restructured so that an entry level can be filled by persons with less than a high school education.)

"4. Job requires only a short initial training period before meaningful work can be performed.

"5. Promotional opportunities and maximum opportunities for self-development." [2]

In asking ourselves what potential changes in the personnel system might occur to fill unfilled jobs with unemployed people, local government officials might consider the following points:

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[2] Memorandum, State Personnel Board, State of California, "Implementation of the Career Opportunities Development Program," September 10, 1968.

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5. Written examinations often biased against person having potential but lacking verbal skills.	5. Substitute oral interviews, use performance tests, completion of comprehensive application forms, and use of "job element" testing wherever possible.
6. Recruitment often limited to job bulletins, newspaper ads, and established lines of informal communication.	6. Provide for "outreach recruitment" to reach those who are "locked out" of the system. Recruit through local community agencies, door-to-door canvasing, "jobmobiles."
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9. Lack of skills prevent unemployed and underemployed from moving into entry level and subsequent job levels.	9. Establish training programs to improve job skills, work habits, taking of promotional tests, supervisory training, human relations, and sensitivity training for both new employees and supervisors.
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12. Person can't work because of child care, transportation, financial or legal problems.	12. Provide or assist in obtaining "supportive services" so that person can work.

The first column contains some old folklores and a lack of concern for a segment of our labor market which must be changed. The changes suggested are not revolutionary or new, but do illustrate, when assembled in one place, a fairly realistic set of goals for New Careerists and old careerists, subprofessionals and professionals. Some of the federal manpower and social programs, such as New Careers, are forcing us to re-evaluate the very foundation of our personnel system to insure that it is not mythological but factual in content and structure.

II. THE HOW OF NEW CAREERS

II. THE HOW OF NEW CAREERS

"Some resistance to the basic idea of the program has been encountered within the agencies where placements are being sought. This resistance is to be expected to a certain degree, because the agencies have traditionally considered employment programs in terms of their own staff needs rather than in terms of the needs of job seekers."

"THE NEW CAREERS CONCEPT HAS EXCITING POTENTIAL. THERE ARE NEEDS FOR CONSTRUCTIVE AND IMAGINATIVE ACTION IN JOB RESTRUCTURING AND JOB CREATION, IN RECRUITMENT AND SELECTION, IN ON-THE-JOB TRAINING AND DEVELOPMENT, WORK-STUDY AND EDUCATION, AND IN OPENING OPPORTUNITIES FOR JOB SATISFACTION AND CAREER ADVANCEMENT."

"We need to go behind the credentials to the actual qualifications needed for different levels of jobs. The credentials are merely one type of evidence of qualifications."

"Essentially, there are two models for initiating New Careers . . . the first is the result of breaking down existing professional or skilled jobs and generally separating out the simpler tasks. The second is a developmental approach starting with the definition of public and/or technological needs, and followed by the design of tasks to meet those needs ... there would seem to be a place for both approaches . . ."

"THERE MUST BE RECOGNITION OF CAPACITIES IN UNEXPECTED PLACES, INCLUDING THE DROPOUT AND THE ILLITERATE."

"There is little doubt that selection procedures have been used to discriminate against, eliminate, and reject low-status, disadvantaged minority group applicants in favor of white, middle-class types."

"The requiring of . . . training prior to entrance into a field of endeavor effectively eliminates almost all of the poor from eligibility."

The Personnel System

In reviewing the problems which have plagued New Careers programs, it is obvious that one of the basic problems, as suggested in the first quotation on the preceding page, is that New Careers, a program that touches on many aspects of a personnel system, has been dealt with in a piecemeal fashion. This section suggests a systematic means of dealing with this subject of New Careers based on what some agencies and individuals have done and on the types of problems that have plagued some New Careers programs.

A personnel system is first of all "An assemblage or combination of things or parts forming a complex or unitary whole." This system has a purpose, objectives, and subsystems. An example of the extent of such a system when applied to the personnel function is illustrated in Exhibit 1, which was developed by a number of personnel specialists at a recent workshop. One of the objectives of this system, which may not be readily accepted by all personnel professionals and technicians, is to "Create employment opportunities for the disadvantaged." The subsystems which provide the strategies for accomplishing this are in many cases basic components of the New Careers idea.

We may operationally define New Careers as one of a number of programs to create employment opportunities for the disadvantaged through the restructuring of existing, and the addition of new personnel subsystems.

Viewed from a systems perspective, New Careers is essentially an attempt to expand the existing personnel system to accommodate a portion of the labor market. While this may appear on the surface to be contrary to the definition of a good merit system, i.e., "A personnel system in which comparative merit or achievement governs each individual's selection and progress in the service and in which the conditions and rewards of performance contribute to the competency and continuity of the service," [3/] it may increasingly be rationalized on the basis of cost-benefits to the local community. That is, the cost of hiring and training the disadvantaged may be much less than the cost of maintaining the disadvantaged on welfare and related social programs and not providing services because professionals and highly-skilled technicians cannot be obtained "made to order" for existing job vacancies.

[3/] Stahl, O. Glenn, Public Personnel Administration, Harper and Row, New York, Evanston and London, 1962, p. 28.

EXHIBIT 1

WORKSHEET

Workshop on the Design of New Careers
Instructor: Sidney A. Fine, Ph.D.

Institute for Local Self Government
Claremont Hotel Building
Berkeley, California

Participant: Personnel Officers

System Purpose: Personnel – maintain a satisfactory work force to staff Executive branch of Government.

Objectives:

1. Attain optimum cost to satisfy taxpayers.
2. Maintain satisfied work force.
3. Fulfill or perform work functions.
4. Obtain and maintain competent and qualified work force.
5. Create employment opportunities for the disadvantaged.

Subsystems:

1. Recruitment - selection - examination.
2. Staff development/training/communications.
3. Classification/compensation.
4. Translate work programs into manpower needs.
5. Evaluate work performance.
6. Job design – engineering and R & D work.
7. Benefits administration.
8. Grievance/employee relations.
9. Administration.

For the purposes of this manual, we will deal with the following components which make up the basic ingredients of a New Careers program: Planning – which includes the crucial job analysis element – Recruitment, Selection, Training and Education. One illustration of the inter-relationships of these various components is the system model for Health Aides, shown in Exhibit 2.

Planning

As indicated in Exhibit 2, the first task is to assess basic program objectives in relation to existing activities in order to determine to what extent the existing staffing patterns are providing needed services. Obviously, in human service occupations, recent experiences would indicate that delivery systems for providing services where they are needed most are not proving satisfactory. To illustrate the magnitude of doing a proper planning job in New Careers, several approaches are briefly described below:

This first example is based upon the extensive work of Dr. Wilbur Hoff, State Department of Public Health.

Initial Planning Phase

A. Identify Specific Program Objectives.
   1. Identify and define the types of problems confronting a particular clientele group.
   2. Identify and develop specific program objectives which are designed to alleviate or eliminate a problem.

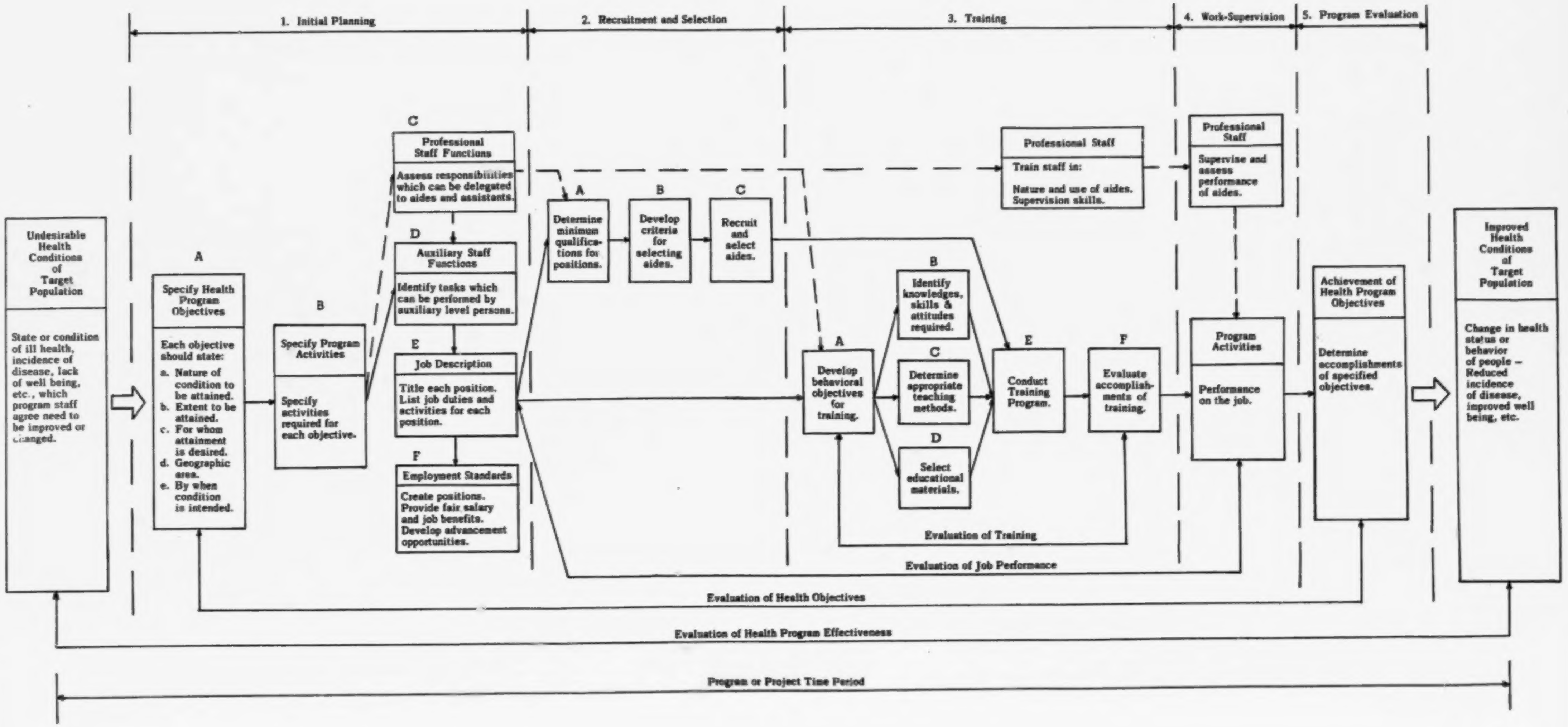
B. Specify Program Activities.
   1. An activity is Work Performed by program personnel to attain an objective.

(EXHIBIT 2)

SYSTEM MODEL

FOR THE USE OF AUXILIARY PERSONNEL (HEALTH AIDES)

IN A HEALTH PROGRAM


1. Initial Planning
2. Recruitment and Selection
3. Training
4. Work-Supervision
5. Program Evaluation
Undesirable Health Conditions of Target Population
State or condition of ill health, incidence of disease, lack of well being, etc., which program staff agree need to be improved or changed.
A
Specify Health Program Objectives
Each objective should state:
a. Nature of condition to be attained.
b. Extent to be attained.
c. For whom attainment is desired.
d. Geographic area.
e. By when condition is intended.
B
Specify Program Activities
Specify activities required for each objective.
C
Professional Staff Functions
Assess responsibilities which can be delegated to aides and assistants.
D
Auxiliary Staff Functions
Identify tasks which can be performed by auxiliary level persons.
E
Job Description
Title each position. List job duties and activities for each position.
F
Employment Standards
Create positions. Provide fair salary and job benefits. Develop advancement opportunities.
A
Determine minimum qualifications for positions.
B
Develop criteria for selecting aides.
C
Recruit and select aides.
A
Develop behavioral objectives for training.
B
Identify knowledges, skills & attitudes required.
C
Determine appropriate teaching methods.
D
Select educational materials.
E
Conduct Training Program.
F
Evaluate accomplishments of training.
Professional Staff
Train staff in:
Nature and use of aides.
Supervision skills.
Professional Staff
Supervise and assess performance of aides.
Program Activities
Performance on the job.
Achievement of Health Program Objectives
Determine accomplishments of specified objectives.
Improved Health Conditions of Target Population
Change in health status or behavior of people – Reduced incidence of disease, improved well being, etc.
Evaluation of Training
Evaluation of Job Performance
Evaluation of Health Objectives
Evaluation of Health Program Effectiveness
Program or Project Time Period

W. Hoff
January, 1969

C. Identify Professional Staff Functions.

   1. Measure and examine professional duties in terms of the nature of each work activity and the minimum qualifications required to perform those activities.

D. Identify Auxiliary Staff Functions.

E. Prepare Job Descriptions.

   1. List job duties and activities, employment standards, advancement opportunities.

The Basic Planning Tool — Functional Job Analysis

The technique of Functional Job Analysis was developed by Dr. Sidney A. Fine of the W. E. Upjohn Institute.[4] Functional Job Analysis focuses on the job description as a central point of reference in several of the basic phases of New Careers planning and programming. Actually, this job description is more on the order of a complete task analysis which arranges the tasks in a hierarchy of complexity with, in most instances, the lower positions consisting of prescribed duties and the higher positions involving more discretionary types of duties.

The following worksheet (Exhibit 3) which was developed in a New Careers workshop illustrates some of the information which can be provided through Functional Job Analysis. (A brief description is provided for each of the major columns.) This approach, as can be seen on the following pages, not only provides explicit task analysis based on measurements of the complexity of work involved, but helps to objectively lay the ground work for establishing performance

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[4] See Dr. Fine's publications entitled Guidelines for the Design of New Careers, Functional Job Analysis Manual, and Use of the Dictionary of Occupational Titles to Estimate Educational Investment, W. E. Upjohn Institute for Employment Research, 300 Westedge Ave., Kalamazoo, Michigan, 49007.

EXHIBIT 3

WORKSHEET EXPLANATION

Column 1: What gets done: This column simply describes tasks which are ascertained by direct observation, interviews, work diaries, questionnaires, group discussions, etc. NOTE: The statements of tasks almost never start with the word "assist" since this tends to obscure actual work activities performed in a job.

Column 2: What workers do: This column describes tasks in terms of worker functions: Things, Data, and People. This is the system used in the dictionary of occupational titles to illustrate the complexity of numerous jobs. Footnote A illustrates all of the worker function verbs which are normally used to rank tests in terms of levels of complexity.

Column 3: Performance Criteria: Based on an analysis of each task, criteria are established for measuring job performance.

Column 4: Curriculum Content: Based on an analysis of each task, on-the-job training and education requirements can be developed to provide necessary knowledge and skills to perform each task. NOTE: Other scales not shown here can be used to determine general educational development, i.e., reasoning, mathematical and verbal skills, etc., necessary to perform at a given work level.

FOOTNOTE A: Breakdown of Functions into High, Medium, and Low Levels of Complexity.

	THINGS	DATA	PEOPLE
HIGH	Precision working Setting up	Synthesizing Coordinating	Mentoring Negotiating
	Manipulating Operating-Controlling	Analyzing Compiling	Supervising Consulting, Instructing, Treating
MEDIUM	Driver-Controlling	Computing	Persuading, Diverting
	Handling	Copying	Exchanging Information
LOW	Tending Feeding	Comparing	Serving Taking instructions, Helping
BASIC	Learning Observing	Learning Observing	Learning Observing

EXHIBIT 3

WORKSHEET

Workshop on the Design of New Careers
Instructor: Sidney A. Fine, Ph.D.

Participant: Personnel Officers

Institute for Local Self Government
Claremont Hotel Building
Berkeley, California

COLUMN 1 WHAT GETS DONE	COLUMN 2 WHAT WORKERS DO			COLUMN 3 PERFORMANCE CRITERIA	COLUMN 4 CURRICULUM CONTENT
	Data	People	Things		
Applicant is interviewed	Compile	Persuade	Handle	1. Does he collect relevant information for each question? 2. Get response from applicants? 3. Score information correctly?	1. Teach logic of interview structure and sequence of questions. 2. Ability to relate to applicants. 3. Knowledge of relative values in examining process of exams, interviews 4. Psychology of the interview, e.g., client feelings, fears, anxieties.
Answers correspondence	Compile	Take instruction	Handle	1. Accomplishes quantity in assigned period. 2. Provides quality responses.	Specific job content - SOP training on-the-job, letter writing, business English
Applications received, reviewed and sorted	Compare	-	-	1. Accomplish workload quantity 2. Sort accurately according to prescribed criteria - numerical, alphabetical, etc.	1. General clerical course, filing 2. Basic on-the-job training
Oversee, proctor exams	Compare	Serve Help		1. No kickback from people 2. Collect all papers 3. Satisfaction re fairness of exam.	1. SOP training for setting up exam facilities 2. General training - public speaking, psychology of individuals in stress situations.
Scoring exams	Copy				
Schedule for recruitment/ selection	Compile				
Notification of eligibility	Copy				
Verify employment history	Copy	Exchange information	Tend	1. Tabulate numbers correctly 2. Notifications mailed	

criteria and training and education content. Appendix A includes a number of municipal government career ladders, job descriptions of community college course titles developed in a modified version of Functional Job Analysis by the Institute under a grant from the Office of Education, HEW, "Municipalities as a Model for New Careers and Redirection of Vocational-Technical Education Programs." This is part of an effort to develop public service education programs in community colleges which would provide systematic education for sub-professional positions (trainee to technician). Specific curriculum suggestions are now being developed by the Institute for Local Self Government.

While the Functional Job Analysis method in toto is complex and time-consuming, it does provide a rational framework for analyzing jobs, and could be reasonably modified for simpler applications. In fact, personnel departments currently use variations of this technique, but generally not with the comprehensive objectives of restructuring tasks into simpler jobs, establishing performance and selection criteria and developing training and education models.

Related Planning Needs

While job development should be given top priority in the planning of New Careers programs, there are some other considerations which are equally crucial in the orderly development of a program. First, of course, is that ample time be allowed for developing careers, training and education programs and supportive services. Second, there should be intensive meetings and workshops to acquaint all parties who will be involved in New Careers with each other's respective roles and the various constraints upon those roles. The New Careers Development Agency in Oakland suggests that the following points be covered in initial meetings:

1. Perspective of New Careers Funding Agency
   Philosophy
   Goals
   Administration
   Funding
   Issues
2. Perspectives of New Careers User Agency
   Policies and procedures (e.g., merit system)
   Goals
   Commitments
   Organizational Structure
   Supervisors' roles, expectations and problems

Subsequent to these initial meetings, more intensive planning sessions are held to discuss the various components and to develop a program which will include, among other things, job descriptions, training plans, on-the-job supervision plan, selection and recruitment process, promotional plans, etc.[5/]

Based on written reports and verbal comments from various officials involved in New Careers programs, there is a continued need to improve planning in terms of clearly delineating the roles of all responsible parties; agreeing upon a common definition of New Careers and then securing a commitment to that definition to guide and govern subsequent planning and implementation of a program; and, the defining of relevant jobs that either improve existing services or provide new services.

[5/] See New Careers Development, Oakland, California, a report prepared by the New Careers Development Agency staff, October, 1968, for an extensive review of New Careers programs which are considered by many officials to be some of the better administered programs in the nation.

What About the "Old Careerists?"

To date, too little effort has been devoted to the upgrading of existing employees trapped in dead-end jobs. Although the New Careers philosophy professes a concern for the old careerist, it appears that both philosophically and legislatively, it is an afterthought. The concentration of effort thus far has been on bringing new blood into the organization for the purposes of screening in more of the disadvantaged who have been traditionally "locked out" of the system. These people are seen as change agents, capable of revolutionizing various government service delivery systems. This may all be true, but what of the old careerists? What about the supervisor who must justify differences in services and treatment of the old careerist and new careerist? Can it be justified?

The old careerists should be first in the planning of any manpower programs as sweeping in impact as New Careers. You _must_ look at the existing people in the system _first_. Training, education, and movement of existing employees must occur prior to superimposing programs which will bring in any large numbers of "outsiders." Dead-end jobs must be opened up. The training and education benefits, frequently the privilege of the "professional" class must be extended in a similar manner to all employees. We must determine what skills employees in low level jobs actually have which would qualify them for better positions in the system.

As a frame of reference for assessing the existing employment situation, a report entitled _Minority Employment Skills Survey_ was prepared by the Institute for Local Self Government in conjunction with a civil service department and an operating department in a municipal agency.[6] The report suggests a number of actions which could occur without federal funding and which could open up career opportunities, particularly for the minorities who are disproportionately located in unskilled and semi-skilled jobs. This report helped to identify the parameters of the human resource development problem which existed in one "typical" agency. At least two overwhelming conclusions are clear from this report: First, there is a vast, untapped reservoir of ability and talents that managers and personnel experts are not utilizing; and, second, government personnel agencies can no longer complacently state that they have "x" number of minority people working for them and that this is proportionate to the number of minorities in the community. There is much more than token minority employee head-counting that must be done to insure equal opportunities for all employees in a personnel system. Although it may take some "soft money" to fund a New Careers Program which creates new services and new career ladders, hard money may suffice for the job of re-evaluating existing job requirements and providing New Careers for the old careerists.

Concluding Points on Planning

In terms of New Careers for new careerists, the systems model discloses basic steps which must be taken to obtain proper inputs for successful implementation. This taken along with the comments about promoting a thorough understanding of the potpourri of concepts in New Careers will open the dialogue among the various parties to the program, and adaptation of the basic personnel concepts to old careerists will almost assure success. One final ingredient remains to truly attain success, and that is a policy commitment legislatively and administratively to an action-oriented program for solving manpower problems while attaining desirable social goals.

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[6] "Minority Employment Skills Survey," Institute for Local Self Government, Claremont Hotel Building, Berkeley, California, September, 1968.

RECRUITMENT AND SELECTION

Recruitment

Recruitment planning is generally based upon various supply and demand factors for labor within a "normal recruiting area." Recruitment planning may be categorized and developed on the basis of chronic supply shortage areas, difficult areas, adequate supply areas, generous supply areas, and oversupply areas. In the highly-skilled occupations, the chronic shortage areas and the oversupply areas will typically consist of unskilled workers. Recruitment efforts are, therefore, expended for the high-paying, skilled positions because of the intense competition for the existing, scarce supply of manpower.

Increasingly, it is realized that recruitment plans need to be developed even in those areas where a large labor supply exists in relation to the jobs available. The reason is that some people have been "locked out" of the system so long that they are not familiar with the normal recruitment channels and, even if they were, they would not trust the system. Thus, the personnel system has an obligation to insure equal opportunity and fair employment practices among potential applicants.

In New Careers and other concentrated employment programs, the use of indigenous groups and organizations and specialized outreach recruiters has been successful in reaching "target areas" with job information. The outreach recruiter can perform the following valuable services:

1. Provide information to the unemployed regarding job vacancies.
2. Instruct people on how to fill out job applications.
3. Provide pre-test counseling.
4. Provide follow-up services to see that people actually apply for jobs and appear for examinations.
5. Collect information from job applicants regarding problems in filling out forms, taking exams, etc.
6. In general, provide effective communications linkage between government agency and a special sector of the labor market.

Recruitment Programs

In one New Careers program, the basic recruiting function was handled either through the State Employment Service or the user agencies. A large number of the prospective New Careerists were known to the outreach recruiters and, to a large extent, were involved in or graduates of federally-funded training programs. However, at times, the recruitment effort was complicated by jurisdictional disputes among various recruiters over who recruits where.

For the most part, though, the recruitment effort was almost too successful in terms of the large number of candidates referred to hiring agencies. The specific program recommendations regarding recruitment improvements in the Oakland area were to:

1. Provide recruiters with more definitive information regarding selection criteria of hiring agencies.
2. Provide for applicant to be referred to several hiring agencies.

3. Reduce the time between recruitment and hiring so that likely job candidates do not get discouraged and accept menial, deadend jobs.

4. Recruiters be better-informed about their functions so that the agencies for which they are recruiting would have better job descriptions, general aspects of the New Careers program, and supportive services available to the New Careerist.

The first of the following three methods of outreach recruiting that was used in another project was found to be the most successful: (1) referral from other agencies, such as settlement houses, training centers, schools, welfare agencies, police and correctional institutions, employment agencies and community action agencies, (2) dissemination of information through newspapers, radio, television and posters, and (3) word of mouth contact.

One of the crucial points in recruitment is that New Careers selection criteria will differ somewhat from agency to agency, along with the type of people that they are generally seeking. Therefore, it is appropriate for user agencies to do their own recruiting whenever possible. Outreach recruiting and the development of contacts with community organizations and other groups in the disadvantaged sector of the labor market need to be established on a permanent basis in personnel departments so that public agencies will recruit in these areas for other than just employees for federally-funded programs. Thus, in federally-funded programs, the funding agency should help hiring agencies to establish appropriate contacts and to provide them with direct staff assistance.

IF THERE IS GOING TO BE ANY PERMANENCY TO THE IDEA OF NEW CAREERS BEYOND THE MODEST FEDERAL PROGRAM, THEN SUCH FUNCTIONS AS OUTREACH RECRUITMENT MUST BE STRENGTHENED, ADMINISTERED AND CO-ORDINATED FROM WITHIN THE EXISTING LOCAL GOVERNMENT PERSONNEL SYSTEM AND NOT BY AUTONOMOUS OUTSIDE AGENCIES.

Job Qualifications and Selection

What determines the skills and knowledge, personality, physical ability and other personal traits that a person must have to do a job? The job itself.

In the absence of carefully measuring the required skills and knowledge for a job, employers have often set arbitrary standards for selection which serve to screen out candidates where there is a large supply of labor.

Dr. Sidney Fine provides a useful perspective on the general area of qualifications or "requirements" for jobs through the following two definitions and explanations of "educational and training requirements:"

> 1. Functional or actual job performance requirements: "These are the requirements determined by objective job analysis as necessary and sufficient to achieve average performance in specific tasks of the jobs. Such estimates try to focus on the tasks performed in relation to the things, data, or people involved in those tasks. They do not include the requirements for promotion to another job."

Requirements should be based on those actually required for the immediate job, with New Careers training and education components provided in the program to upgrade a person's skills and knowledge to make him promotable to subsequent levels in a career ladder. The more common approach in existing personnel systems would seem to be the second definition:

> 2. Employer or hiring requirements: "These requirements reflect conditions in the labor market and may or may not be related to the functional requirements described above. For example, in a loose labor market such as existed during the Depression, the educational requirement for a clerk often was 'some college' or

> even in some cases 'college graduation.'" [Today, in many jobs requiring very few skills, high school graduation is required because it is possessed by a great number of workers who are available in the labor market.] It is not necessarily related to the performance requirements of the job tasks. Indeed, tasks for which high school graduation may now be required are in many instances being performed by workers with much less education and training who were hired in an earlier period."[7]

The two definitions "put the cards on the table" and provide the rationale which, in part, can permit the broadening of job qualifications based upon actual job demands, in a manner not now commonly done. In fact, whether it be accidental or otherwise, the Federal New Careers Program is essentially based on the structuring of entry-level jobs on the basis of functional or actual job performance requirements.

It has been suggested in research by the United States Civil Service Commission that we may be making a mistake in demanding "employer or hiring requirements" as opposed to "functional or actual job performance requirements" in setting the qualifications for low-level types of positions. This research indicates that for work in such jobs, it is best to hire persons who will find the work to be a challenge and an opportunity, for their likelihood of success at routine work is greater than those who may be classified as "overqualified."

Further evidence which may indicate that the "under-achiever" is more suited to some types of jobs was established in 1922, nearly a half a century ago, when it was found that "labor turnover in low-grade jobs was greatest among employees who had the highest scores on written tests and who were able to secure better jobs. These employees were easily bored, and became disgusted when they found their work was not sufficiently difficult and varied." Various tests and experiments clearly suggest that under a merit system of examining, the person who has not had significant employment or educational accomplishments deserves a higher rating for such jobs than a person who is less likely to be successful at these jobs.[8]

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[7] Sidney A. Fine, Use of the Dictionary of Occupational Titles to Estimate Educational Investments, The W.E. Upjohn Institute for Employment Research, Kalamazoo, Michigan, August, 1968, pp. 365-6.

The designers of New Careers programs have based their qualifications for jobs on premises which parallel the research of Dr. Sidney Fine and the U.S. Civil Service Commission. The New Careers philosophy simply speaks to the issue that qualifications can be tailored to actual job demands and then the New Careerist can be trained and educated for movement up a career ladder.

New Careers selection criteria in the New Careers Development Agency report indicates a range criteria from no educational requirement to an eighth-grade level. Of course, here we open Pandora's Box again, because the simple, innocuous statement that an eighth-grade education is required suggests a certain definitive, measurable means of assessing educational levels, when, in fact, specific years of education as a device for determining employee qualifications can "mean different things for different areas of the country, for different schools in the same city, or for different periods of time. Furthermore, the number of years of schooling has little relevance to job tasks in many instances."

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[8] United States Civil Service Commission Bulletin No. 300-18 entitled, "Examining for Jobs at the Lowest Levels," April 29, 1968.

While there are many problems in obtaining valid predictions of job performance based on screening with written exams and placing too much emphasis on educational requirements for some types of positions, there is equally the problem of overcompensating with non-verbal measures which would allegedly eliminate cultural bias in testing. "However, the preponderant weight of research evidence indicates that non-verbal tests do not measurably benefit disadvantaged groups."[9]

There are too many factors involved in the recruitment, establishment of job qualifications, and the selection of personnel to discuss them at any length here. However, the evidence does suggest that techniques employed in the hiring of the disadvantaged in programs such as New Careers will not destroy the merit system. (See Exhibit 4 for examples of actions taken in New York City.) Instead, it will probably strengthen it by dispensing with some of the myths regarding the infallibility of written tests and levels of educational attainment which have controlled selection practices for so long. The following quotation from a study by the Director of the Office of State Merit Systems, Department of Health, Education and Welfare, should serve as a point of departure in reassessing a personnel system:

> "Civil service selection and promotion procedures vary with the job as well as among jurisdictions. In general, selection involves a combination of minimum qualifications set for entrance to a test, job-related written tests of aptitude and achievement, performance tests, rating of education and experience, reference checks, interviews and selection by administrators from among the top eligible candidates.

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[9] William F. Danielson, "Cultural Bias in Written Tests," a paper presented to the International Conference on Public Personnel Administration, October 4, 1967, p. 18.

EXHIBIT 4

[Excerpt from The New York Times, Monday, March 18, 1968, entitled "High School Diploma is Dropped as Requirement for City Jobs."]

New York City is dropping the requirements of a high school diploma for applicants for its basic civil service tests for entering white-collar employes. Instead, it will rely simply on the test results. . .

Mr. Hoberman (personnel director and chairman of the City Civil Service Commission), who said the requirement had been eliminated earlier for typists and stenographers, termed the action part of a review of all minimum requirements to "knock out artificial barriers." . . .

Mitchell I. Ginsberg, the Human Resources Administrator, said yesterday that he had pushed for the elimination of the high school prerequisite when he was Welfare Commissioner. The coming tests for his agency's principal and supervising human resources specialists, he added, will be oral interviews with credit for experience in anti-poverty agencies and in civil rights organizations.

Mr. Hoberman said the Civil Service Commission was reviewing all of its minimum requirements. Many, he said, had been set up for "reasons quite apart from the skill and aptitude needed to do the job."

Requirements Stiffened

In Depression days, he said, it was easy to get high school or college graduates, and stiffer requirements were instituted. In the nineteen-forties or early nineteen-fifties, he said, the diploma requirement was regarded as a way to encourage students to finish high school.

This is the first time, Mr. Hoberman said, that the city has reduced its requirements.

To reduce other barriers, the personnel director added, the city previously had stopped asking applicants whether they had ever been arrested.

Present application forms ask about convictions, but Mr. Hoberman said these and job records were used to help "predict performance on the job" rather than as "a formula which applies to everybody but is unfair to some."

As a result, he said, appointments have been made possible after tests for persons on probation or parole, for applicants who have had convictions for such things as disorderly conducts, petit larceny for taking something without paying for it, vagrancy in Southern states, loitering and offenses committed five and 10 years ago.

Poor People Sought

The city is also setting up new titles, such as entrance-level case aide in the Department of Social Services in an attempt to attract poor people, Mr. Goodman said.

In addition, Arnold deMille, director of recruitment for the Personnel Department, has been going to community corporations to urge them to encourage civil service applicants from their poverty areas. . . .

The Personnel Department has been helping to train Human Resources Administration employes for the tests for the last month. Instead of citywide tests for such higher posts as supervisory clerk and supervisory stenographer, the plan is to limit these for the time being to promotions within the employes' own departments. . . .

> "Whether this process is realistic, speedy and valid or merely a formidable block to employment, particularly of the disadvantaged, depends on the content of these parts and their administration. In general, the required qualifications reflect either established professional standards or the views of program administrators. We need to look at these minimum qualifications in terms of their validity, not of traditional patterns." [10]

Concluding Points on Recruitment, Qualifications and Selection

Before minimizing the idea of changing personnel system rules and regulations as purposeless and something which cannot be done, the following example of what can be done should be carefully considered.

Xerox Corporation reversed almost all of its traditional personnel policies. For a person to qualify for their training program, which was tied to definitive employment opportunities, a person had to be unemployed or underemployed, receive substantially less than a passing score on the regular employment tests, and not have finished high school. Most of the trainees also had police records, bad credit ratings, and spotty employment records. However, many of the trainees are succeeding. Probably even more interesting, though, is that Xerox Corporation considered the program economical because they ended up employing four times as many applicants who did not need training because they dropped arbitrary and artificial barriers which had been keeping qualified applicants out.

This all suggests that local governments need to take a hard look at what we have created and its relation to the needs for service in the community, growing manpower shortages, and the vast pool of unemployed and underemployed human resources.

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[10] Albert H. Aronson, "Capacity, Credentials, and Careers," Office of State Merit Systems, Department of Health, Education and Welfare, pp. 11-12.

Training and Education

It is clear that once an agency embarks on a program like New Careers, it has almost automatically made the decision to provide structured training and education programs. Otherwise, the people in the program will simply remain, for the most part, locked into a new set of "deadend" jobs. The training and education should focus on specific skills to maximize "total effective performance." This can best be achieved by recognizing three categories of skills which a person must possess to effectively perform within a work environment.[11]

(1) Adaptive Skills:

This is the ability to organize oneself in relation to commonplace work environment requirements, such as time and place of work, money management, impulse control in stress situations, dependability, punctuality, etc. These skills are generally learned from the family and peers and reinforced in an educational institution. Adaptive skills are necessary to proper role functioning in a technological situation where behavior is routinized, organized, and proceduralized for the purpose of optimizing output. These skills are often missing among the disadvantaged, and thus pose a severe stumbling block in their adaptation to a work environment. This is generally the area of skill which goes unrecognized by employers because it is simply assumed that those people who are hired possess adaptive skills. Unfortunately, this assumption is not valid in the case of the hard-core unemployables.

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[11] Information regarding "total effective performance" is based on a two-day workshop regarding the techniques of Functional Job Analysis, sponsored by the Institute for Local Self Government, Berkeley, California, July 10-12, 1968, financed in part by a grant to the Institute from the U. S. Office of Education, Department of Health, Education & Welfare.

Adaptive skills generally cannot be taught directly to individuals after they reach the age of 16-21 because of the way they relate to their culture and the threat felt to personal identity. At Pontiac, Michigan, a technique used to impart adaptive skills is to teach them indirectly in on-the-job situations, using a "buddy" or "big brother" to serve as a coach. Adaptive skills can also be self-taught through a residential setting in which the participants set their own rules and govern their own behavior.

Acknowledgement of the need for training in this area has given rise to the counseling of the disadvantaged to help them adapt, new courses in interpersonal relations and human relations as part of the core education of New Careerists, training of supervisors to sensitize them to the values and needs of people entering the ranks of the employed, in some cases, for the first time. There is an effort in some of the better creative personnel programs to teach and reinforce adaptive skills almost constantly, for in many cases it is not a question of whether or not a person has the ability to perform specific work functions but a question of "getting along" with his peers and supervisor.

(2) Functional Skills:

These are the skills that can best be taught in an educational institution, such as reading, writing, mathematics, etc., which are required for effective job performance and are reinforced on the job.

Appendix B provides an example of a community college program geared to the development, primarily, of functional skills.

Through instruction at the job site with the use of regular employees as instructors, there have been successful efforts to teach basic skills as well as specific job skills simultaneously.

(3) Specific Content Skills:

These skills are normally acquired in an on-the-job setting or a highly specialized, vocational education setting. They are as numerous and diverse as the types of jobs that exist and enable an individual to perform a specific job according to the specifications of an employer.

A crucial point in constructing these training programs is that curriculum must be closely tied to job experiences and promotional opportunities because many of the people toward whom these programs will be directed have already "dropped out" of the existing traditional education system because they could not see the income value of it.

What Kind of Training?

University Research Corporation has put the magnitude of the training problem in perspective by suggesting that training in New Careers should consist of teaching New Careerists the following:

- Understanding types of behavior in different situations.
- Understanding interpersonal and group dynamics.
- Developing goals, attitudes and interests to properly function in society.
- Learning general skills.
- Learning special job skills.
- Learning how to accept supervision and authority within a work environment context.[12]

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[12] University Research Corporation, New Careers - A A Manual of Organization and Development, Washington, D.C., September, 1968, p. 8.

This training can be best provided in a mixture of classroom discussions with extensive role-playing and class participation and on-the-job training which is planned and structured.

Governing the various areas in which the person needs training is the suggestion that a programmed learning experience occur. In one program for health aides, the following steps were taken and proved to be quite successful.[13]

1. Determine the Educational Levels of the Trainees. This is particularly vital since their previous education experiences have been generally filled with failures. There is a need to determine actual reading and mathematical abilities if there is to be a firm foundation for subsequent "building blocks" in education and training for meaningful employment. Generally speaking, there were wide disparities between grade levels achieved as opposed to actual reading levels. Without knowing this disparity factor in education, an adequate basic education program for an incoming group would probably never be developed.

2. Identify Behavioral Objectives. This involves the delineation of specific worker functions which are measurable and observable to serve as the objective for constructing educational and training experiences. These objectives give the instructors the goals for their teaching.

3. Break Subject Matter into Small Discrete Steps. This provides a means by which to organize lesson plans into adaptable lesson units which are easy for the students to assimilate. This

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[13] Dr. Wilbur Hoff, "Guidelines for the Use of Health Aides in Migrant Health Projects," January, 1969.

allows the student to focus his attention on a limited amount of material for a short period of time. The lesson plans were based upon the knowledges, skills and attitudes which were required for the performance of the various behavioral objectives (this, in essence, is one of the products of Functional Job Analysis.)

4. Arrange Learning in a Progressive Sequence. This involves arranging lesson plans to present concepts and learning experiences in order from the simpler to the more complex. These lesson plans are incorporated into a training manual which is used by both the students and the instructors. The sequence of this particular eleven-week course started with a series of classroom-demonstration-discussion type experiences, then closely supervised skills training and, finally, supervised on-the-job training. This program also effectively integrates basic education with skills training to improve the students' abilities in reading, writing, and mathematics. The material was not taught as separate and distinct subject matter but scattered throughout the eleven-week course and taught in the context of home nursing care. The three R's, therefore, had direct relevance to the effective performance of a job.

5. Students Progress at Own Speed. This is difficult to achieve but was partially accomplished by keeping class sizes small, using low-level employees as teaching assistants, which, incidentally, helped to bridge the gap between the instructor and the trainees, providing for flexible scheduling of courses and developing supplementary education tools. Coaching by fellow employees helped the trainees to frankly discuss their educational biases as a first step in overcoming problem areas.

6. *Immediate Feedback to Students.* This simply provides quick checkpoints during the course so that the student can realistically appraise his progress. It offers reward and reinforcement to the efforts of the students.

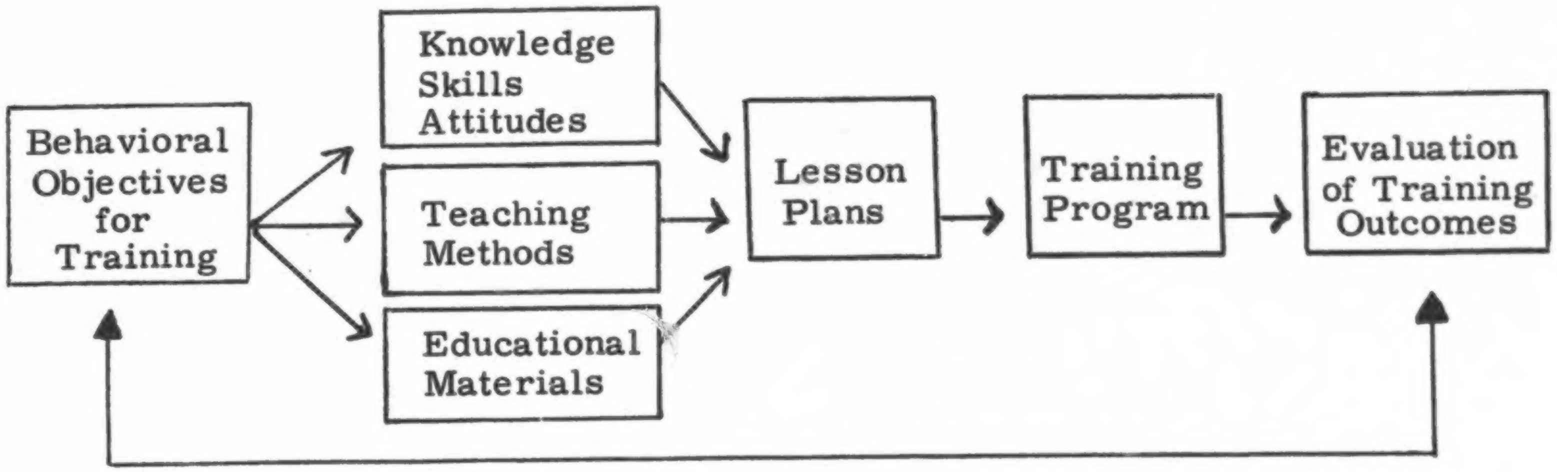
Exhibit 5 portrays, diagrammatically, basic steps in the development of a training program. This type of program is designed to be offered through an educational institution, and the trainees can receive college credits for their efforts.

Concluding Points on Training and Education

It has been pointed out that there are certain fundamental skills essential to total effective performance in a job. These skills may be acquired through a variety of training plans, which, in many instances, can and should be laid out in a systematic and programmed learning experience. It must be stressed that while these suggestions have been propounded as methods for upgrading the disadvantaged so that they can perform lasting and meaningful jobs for an employer, we should bear in mind that there is equivalent value in emphasizing training even if no disadvantaged are employed or federal manpower programs implemented. Existing employees need and desire skills training, continuing education programs, supervisory training, and, in some cases, remedial education. While we must provide manpower training and education programs for the one-third of our adult population which has not completed high school so they can get into the employment mainstream, employers — government and private industry alike — must prevent existing employees from becoming technically antiquated by providing good in-service and continuing education programs individually and co-operatively with educational institutions, thereby keeping them from slipping into the chasms of unemployment. (See: Suggested Training Rule and Administrative Regulations, League of California Cities, Berkeley, 1969.)

EXHIBIT 5

DIAGRAM OF THE DEVELOPMENT AND EVALUATION OF THE HOME HEALTH AIDE TRAINING PROJECT


Behavioral Objectives for Training
Knowledge Skills Attitudes
Teaching Methods
Educational Materials
Lesson Plans
Training Program
Evaluation of Training Outcomes

Behavioral Objectives for Training	Description of specific behaviors (stated in observable terms and under what conditions) which are required for performing home health care activities.
Knowledges, Skills and Attitudes	Identification of the knowledges, skills and attitudes required of the trainee in order that he be able to perform each behavioral objective.
Teaching Methods:	Determination of the educational experiences and methods for teaching the desired knowledges, skills and attitudes.
Educational Materials:	Selection of the information materials and visual aides to incorporate into the training program.
Lesson Plans:	Development of the course content, teaching methods and educational materials into unit concept lessons.
Training Program:	Programming and presentation of the lessons in a meaningful order to the trainees.
Evaluation of Training Outcomes:	Measurement of student's achievement at the end of the course as based upon the behavioral objectives for training.

III. EVALUATING THE HOW OF NEW CAREERS

III. EVALUATING THE HOW OF NEW CAREERS

"I'm supposed to be a community worker, but I'm only doing menial things."

"WE COULD HAVE PLANNED IT BETTER IF WE HAD MORE TIME AND FEWER OUTSIDE CONSULTANTS."

"Federal offices have done little or nothing at the national or regional level to gain the cooperation or involvement of the appropriate merit systems."

"MONIES EXPENDED IN BUILDING UP LARGE FEDERAL NEW CAREERS STAFFS ONLY TAKES MONEY AWAY FROM OPERATING ORGANIZATIONS WHO REALLY NEED IT TO FULFILL THEIR COMMITMENT IN TRAINING AND SUPERVISION."

"It was impossible for me to convince them that it was possible for people with less than a high school education to participate in the program."

"...THE NEW CAREERS POSITIONS THAT WE HAVE ARE REALLY NOTHING MORE THAN A TWO-YEAR TRAINING PROGRAM WITH NO GUARANTEES AT THE COMPLETION. I AM FRANKLY SURPRISED THAT THE FEDERAL PEOPLE ACCEPTED OUR NEW CAREERS SLOTS UNDER THIS KIND OF ARRANGEMENT.

In the previous section of this manual, we discussed some of the factors involved in the "how to" of New Careers. To get the most value out of those comments, it is advisable to review some of the problems in the program which have been pointed out by both the funding and user agencies* involved in New Careers programs. The list of problems is not exhaustive — merely illustrative — and represents information collected mainly from reports, discussions, and research in the San Francisco-Oakland metropolitan area as well as a number of other western cities.

Organizational/Administrative Problems

The most common criticism of the New Careers Program has generally revolved around the plethora of agencies and consultants who have separate little "pieces of the action." In any typical program local governments deal with a CEP or comparable funding agency, the user agency, the Department of Labor, two to three consultants, and various agencies providing supportive services. A greater effort is needed early in the program to clearly define the respective roles of the agencies. And, this will apparently be difficult until "regional standards for the program are developed which provide for more uniform report techniques, better job descriptions, and comprehensive statements of policy commitments by user agencies."

A further problem which has seriously impaired some programs has been the rapid turnover of the technical staff which is supposed to advise local government user agencies in the planning and operation of New Careers programs. In addition, the lack of adequate training of, first, the funding agency staff and, then, the user agency staff, has crippled the technical development of the programs. This has also created a problem in terms of inconsistent interpretations of program guidelines from Washington, D.C. One official who has supervised one of the larger New Careers programs and has consulted on a number of others, indicated that a fundamental problem has been the "lack of adequate training in the concept and its goals for everyone concerned, resulting in little or no understanding of the concept and how it should be implemented. Federal practitioners are probably the worst offenders because they assume they do know. Further, they make the mistake of thinking they are running 'federal' programs rather than administering to a 'federally-funded-locally-run' program."

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*The funding agency refers to the agency which provides technical assistance, approves contracts and provides funds to agencies which hire and actually use the New Careerists. The user agency is the actual employer and may be a city, county, or state agency, or some other type of public agency.

One final point which addresses itself in part to the organization of the program is that various functions, such as the coaching and counselling of New Careerists and the provisions of personal assistance, should be provided by the user agency with the funding agency monitoring and evaluating the programs. As one personnel director put it: "If trainees are eventually to become part of the organization, they must feel that their allegiance and future lies with the organization." If lasting change is sought, then the capability to handle personal employee problems must be strengthened from within the user agency.

Job Development

New Careerists have clearly indicated through a variety of workshops, conferences and interviews that they are frequently confronted with ill-defined jobs and "meaningless" tasks. Inadequate job analysis has contributed to this problem as well as a tendency to "oversell" New Careerists on the importance of their positions and tasks. Even in the highly professional jobs, there are routine, mundane types of tasks which have to be done. The New Careerist should have a realistic understanding of the duties and tasks he will be expected to perform, and fully understand the significance of effectively performing tasks in terms of agency goals. Further, in some cases where there have been good entry-level positions, there have frequently been no subsequent positions for New Careerists to move to; thus the result is some new "deadend" positions. This is one of the most important areas in which sufficient time must be allowed for properly assessing service needs and then developing appropriate job positions to meet those needs.

Recruitment and Selection

In the recruitment process, there has typically been significant "creaming", that is, the hiring of individuals with substantially more than minimum qualifications. These people may have considerable work experience and college education, and even be employed. If people exist in underemployed categories with good qualifications, it is argued that they should not necessarily be excluded from the New Careers program. One official noted that "there are a great number of minority people who are underemployed as a result of many factors. . . . These are the ones that will afford great benefit both to themselves and an employing agency by being included in New Careers. Too often, the "hard-core unemployed and unemployable" have problems, both personal and in education and training, with which the employing agency cannot successfully cope."

Part of the problem in improving recruitment and selection processes may stem from the notion that changes in the merit system can occur over a short period of time when it has taken over a half a century to build what now exists. Obviously, there are many who visualize the employment of the poor through waivers of personnel requirements as an attack on a system which has brought, over the years, quality to the ranks of civil service. One official has suggested that part of the problem stems from the fact that the original New Careers legislation (Scheuer Amendment) did not address itself to three important factors: (1) the underlying impact on merit systems; (2) a systematic inclusion of leading personnel officials at the national, state, and local levels to determine methods and means for adapting merit systems to the task of including rather than excluding the disadvantaged and the unemployed; and, finally, (3) non-local funding agency staffs are not familiar enough with the merit system rules and regulations and the pressure groups who tend to support and perpetuate the system to effectively promote permanent changes.

If improvements to merit systems are sought, then the only way of accomplishing them is through early involvement of personnel officials in the planning process of New Careers programs. Concomitantly, personnel professionals will have to view their present system of recruitment, selection, and the establishment of job qualifications as something short of being infallible.

Training and Education

New Careers programs are having a noticeable impact on traditional educational processes. This is stimulating an important evaluation process within the educational institutions which may lead to more relevant instructional methods and materials.

Initially, the major problem in this area has been the absence of training and educational programs geared to the needs of New Careerists. The solution to this problem is dependent upon the flexibility and co-operativeness of the educational institutions with which an agency must work. Some of the more positive results in this area appear to be the result of working with two-year community colleges. These institutions, at least in California, generally have the unique capacity to provide fundamental remedial education, specific occupational skill training, generic human services education, supervisory training and basic lower division academic courses.

There have been problems in providing courses off campus, co-ordinating work and school schedules to properly utilize the New Careerists' "released time" for education, and a major problem is in obtaining "vertical articulation" (credit transfer) between two-year and four-year colleges for those students who want to further their education. Extensive crediting of work experience has been a debated issue in some negotiations also.

There is no easy solution for developing integrated on-the-job training and educational plans. One technique employed in Oakland which has helped to clear away the "bureaucratic underbrush" has been the use of a New Careers Task Force. This task force consists of college representatives, program co-ordinators from user agencies, staff from the New Careers Development Agency (the funding agency) and even New Careerists.

This task force has helped to provide open communications on a wide variety of matters, with particular emphasis, initially, on the development of sound education programs. Future efforts of the task force will involve systematic development of career ladders, on-the-job training, formal education programs, and the possibility of interagency transferability of New Careerists.

Miscellaneous Problem Areas

Other areas in which both funding and user agencies have experienced problems has been: (1) Providing good "supportive services" to the New Careerists in terms of effective counseling regarding personal problems, solving transportation and child care problems, etc.; (2) There have been difficult problems in properly training and involving supervisors in the program. Sensitivity and related supervisorial training has made supervisory personnel more responsive to the needs of these "new members" of the team. (3) Trainee salaries are too low. (4) Finally, one of the more perplexing problems is that of instilling in the New Careerists proper work habits, attitudes and interests which permit them to cope with the demands of a structured work environment. Frequently, this problem of "adaptive skills" (as defined in Section III) is the most difficult for New Careerists to overcome and for old careerists with middle class backgrounds to understand.

A report prepared by the Institute for Local Self Government provides a suggested framework for evaluating New Careers programs from the standpoint of attitudes of those people most intimately involved with it, namely the New Careerists and their supervisors. The particular sample for this study was quite small and any findings were carefully interpreted in this light. Also, the user agency happens to be one of the better programs operating in Oakland under the New Careers Development Agency, one of the better funding agencies.

The success to this point rests on the judgement by the supervisors that the job performance of the New Careerists (who were deemed to be disadvantaged in the employment sense at the time of selection) was satisfactory. The claim also rests on the supervisors strongly indicating that New Careerists had improved since beginning to work. The question must be asked: How and why has success to this point been accomplished?

A reply to such a question must consider many factors. Among these factors are the following: (1) The selection criteria of individuals to become New Careerists would seem to be critically important. The Redevelopment Agency, with New Careerists having a mean educational achievement level of 11.3 years, selected a group with a somewhat greater potential for success than the goals of the New Careers program require. (2) The on-the-job training program of the Redevelopment Agency is a good one. Both the New Careerists and supervisors indicated this. (3) The youthfulness of the supervisors, reflecting a more flexible attitude toward change, must be considered an asset. (4) The positive attitudes of employees (other than New Careerists), of supervisors, of the Agency Personnel Division, and of the Agency administration toward New Careers seemed to have a very favorable effect on the success of the program. (5) The socially-oriented nature of the Agency is important. New Careerists have the opportunity to participate in the physical improvement of their community and possibly to experience the feeling of personal worth that such an undertaking can inspire.[14]

Another measure of success of New Careers may well be cost-benefit analysis. A cost-benefit study of the Minneapolis New Careers Program shows a "return of $1.59 for every $1.00 spent in the New Careers Program." Direct project costs of approximately $5,400 per trainee were compared to the direct savings from welfare and unemployment compensation costs, costs of administering welfare programs, and the additional income to the government from the new earning power of the New Careerist. Apparently, a strong case can be made for considering the New Careers project in Minneapolis as a sound economic investment.[15]

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[14] "A New Careers Evaluation," a report prepared by the Institute for Local Self Government in co-operation with the Oakland Redevelopment Agency, January, 1969.

[15] New Careers Newsletter, New Careers Development Center, School of Education, New York University. Vol. II, No. 5, Fall, 1968.

IV. A STATEWIDE NEW CAREERS MODEL

At the New Careers Conclave, considerable discussion revolved around the statewide approach to New Careers in New Jersey. For a discussion of results there, see Local Government New Career Implementation Tactics, Institute for Local Self Government, Berkeley, January, 1969. This section provides a "do-it-yourself" model patterned on work in California to indicate what can be done to change existing personnel systems to solve public service manpower problems by hiring the disadvantaged. The following items are included:

1. Outline of the State of California program for increased employment and career opportunities for the disadvantaged in a state civil service system; and
2. Examples of new trainee classifications with related justification by the State Personnel Board to implement the Governor's Career Opportunities Program.

PROGRAM FOR THE INCREASED EMPLOYMENT AND CAREER OPPORTUNITIES FOR THE DISADVANTAGED IN STATE CIVIL SERVICE [1]

Objectives:

A. To identify, publicize, and promote the use of existing job opportunities and apprenticeship programs within state civil service for which the disadvantaged may qualify.

B. To create new employment and career opportunities by job restructuring, resulting in lower level jobs.

C. To develop recruitment, selection, placement and other personnel policies and procedures to facilitate the hiring and placement of the disadvantaged.

D. To upgrade the skills of disadvantaged employees and prepare them for career service and advancement by providing training and educational opportunities.

Phase I - Establishment of Program and Initial Survey of Job Opportunities

1. Appointment of Departmental Project Coordinator.

   The Governor's Office will request through the Agency Secretaries that each department appoint a Departmental Project Coordinator from among departmental top management. This departmental coordinator will become the point of contact with staff agencies and will carry, via delegation from the Department Director, departmental responsibility for the success of the program.

2. Establishment of a Career Opportunities Development Team.

   This will be a small technical staff consisting of staff members of the State Personnel Board who will provide the technical advice and coordination to the program.

3. Initial Survey of Job Opportunities.

   The Career Opportunities Development Team, in its initial survey, will:

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[1] Excerpt from Memorandum entitled "Career Opportunities Development Program" dated June 11, 1968, from Governor's Office, State of California to Head of Agencies, departments and major units.

    a. Identify existing job opportunities and apprenticeship programs in state civil service for which the disadvantaged may qualify.

Phase II - Review of Initial Survey of Job Opportunities and Development of Departmental Programs.

1. The Career Opportunities Development Team will compile a list of specific occupational areas and classes by department that appear appropriate for job restructuring. The classes and occupational areas will be grouped by priority on the list which will be transmitted to the various departments through the appropriate Agency Secretaries.

2. Departments will undertake a preliminary analysis of the recommendations of the Career Opportunities Development Team. The analysis will discuss the feasibility of job restructuring in the recommended areas. Emphasis will be placed on those areas and classes for which the greatest initial success is to be expected.

3. Departments will formulate specific proposals to hire the disadvantaged in both existing entry-level classes or in proposed new classes to be created by job restructuring. These proposals may also include:

    a. An intensive survey of the uses and benefits of apprenticeship programs.

    b. The development of aid classes to assist technical and professional employees.

    c. The development of positions that would allow persons with less than the required education to work on a part-time basis while attending school.

    d. The greater use of positions and classes requiring foreign language skills to increase communications with disadvantaged groups.

4. The Career Opportunities Development Team will contact employee organizations interested in the program or the affected occupational areas to solicit their advice and assistance.

5. The Career Opportunities Development Team, upon request, will meet the departmental representatives for program orientation and assistance to departments in developing their programs.

6. The Career Opportunities Development Team will provide staff assistance to departments to implement specific departmental programs by reviewing departmental proposals, presenting proposed new or revised classes to the State Personnel Board, working with other Personnel Board staff in the development of new or revised procedures necessary to facilitate the hiring of the disadvantaged.

Areas for such development will be:

a. A more intensive survey of existing or additional new job opportunities.

b. A review of entry-level classes to assure that entry requirements and selection techniques accurately reflect the needs of the job.

c. The development of new and creative recruitment, selection, and training techniques and programs.

d. A review of the application process to identify, and whenever possible, to eliminate those aspects of the process that discourage disadvantaged persons from seeking state employment.

e. Renewed emphasis on existing programs to provide training to managers and supervisors in the area of cultural differences, including training in motivating the disadvantaged. The State Personnel Board Training Officers Association should continue to study training needs in anticipation of this program for the disadvantaged.

f. The contacting of private industry and other governmental groups to determine what approaches, techniques or programs they have utilized to promote the hiring of the disadvantaged.

g. The compilation of statistical data on the composition of the state work force to provide management with necessary information for the installation, expansion, and evaluation of accomplishments of this program.

Memorandum

To : Career Opportunities Development
Program Coordinator

Date : January 28, 1969

Subject : Career Opportunities Development Program new Trainee classifications established by the State Personnel Board for general use.

From : **State Personnel Board**
R. A. Bernheimer, Supervisor
Career Opportunities Development

At its meeting of November 21, 1968, the State Personnel Board established the classes of Maintenance and Service Occupational Trainee and Mechanical and Technical Occupational Trainee. They are nontesting, temporary appointment classes, designed to facilitate State civil service employment and training of the disadvantaged. Copies of the specifications and of the Board memorandum outlining the intended uses of the classes are attached.

The use of the new classes is appropriate to the entire range of occupational areas outside of the clerical and social services fields. (The class of Community Service Trainee permits similar employment in the social services and a similar class is being developed for the clerical area.) Since these new classes may be used in a wide variety of occupational settings, they provide a means by which most departments may immediately begin implementation of the Governor's Career Opportunities Development Program, pending the development of departmentally specific classes and career ladders.

Depending on the education and experience requirements of current entry-level classes, employment in the new classes may be used to provide training and experience necessary to qualify for entry into the department's regular entry level classes (either under existing minimum qualifications or with some modification to give recognition to the Trainee program), or as a first step in a career ladder of new subjourneyman levels to be created through job restructuring.

Examples of the first type of situation are the classes of Food Service Assistant I; Maintenance Man, District Fairs; Laundry Assistant; and Fish and Wildlife Assistant, which require six months of experience. This experience could be acquired through a six months' appointment to Maintenance and Service or Mechanical and Technical Occupational Trainee.

Examples of the second type of situation might be the use of one of the classes as the first step in a two-class series that would provide the necessary experience in lieu of education to qualify for classes such as Highway Maintenance Man I; Maintenance Man I, Water Resources; and similar classes. In these situations, a class may be created between the Trainee and the Maintenance Man; i.e., Maintenance Assistant or Maintenance Aid.

The classes may also be used in conjunction with manpower development programs such as the Work Incentive (W.I.N.) Program, the Neighborhood Youth Corps (N.Y.C.), etc.

Enrollees of such programs placed in State agencies to receive work training experience frequently demonstrate ability and receive experience that would make them valuable additions to the agency in which they have been placed. Use of the new classes will allow State agencies in which such enrollees have been placed to recruit them for permanent employment in State service.

With proper coordination between the W.I.N. Program and departmental on-the-job training programs, these classes can be used to plan a recruiting and employment program that can reach the disadvantaged traditionally considered unemployable.

In contacts with Department of Employment representatives administering the W.I.N. Program, departments are urged to discuss with them the possibility of linking their Career Opportunities Development Program with the W.I.N. Program.

The new classes and/or the W.I.N. Program can also be used in conjunction with apprenticeship programs which the Governor has requested the Division of Apprenticeship Standards to develop in State service.

The upward path of a hard-core disadvantaged individual in a department making full use of the W.I.N. Program, the Career Opportunities Development Program, and apprenticeship and other in-service training programs might be as follows:

State service career

↑

Entry into subprofessional or subjourneyman career ladder or apprenticeship program

↑

Employment as a Maintenance and Service or Mechanical and Technical Occupational Trainee

↑

Enrollment as a W.I.N. Trainee

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Welfare recipient or other economically and socially disadvantaged person

Providing experience and training necessary for entry level employment

While we urge you to consider the use of Maintenance and Service Occupational Trainee or Mechanical and Technical Occupational Trainee entry classifications when vacant positions are available, naturally Department of Finance and State Personnel Board concurrence is required. To assure that reasonable opportunities for permanent employment and career development exist, that the particular class selected is appropriate to the occupational area, and that appropriate recruiting, screening, and selection procedures are utilized, prior review and approval by the State Personnel Board will be required for each intended use of the classes. The responsibility for these classes has been assigned to the General Personnel Services Division as follows: Maintenance and Service Occupational Trainee to Operations Section II and Mechanical and Technical Occupational Trainee to Operations Section III. The Career Opportunities Development Program (R. A. Bernheimer and K. W. Grossenbacher) will coordinate the use of these classes and is available for departmental consultation.

Karl W Grossenbacher

KARL W. GROSSENBACHER
Personnel Analyst, Career Opportunities
  Development Program

(Cal. 11/21-22/68)

TO: STATE PERSONNEL BOARD

FROM: R. A. BERNHEIMER, Supervisor, Career Opportunities Development Project
KARL W. GROSSENBACHER, Personnel Analyst

REVIEWED BY: CHARLES HELDEBRANT, Chief, Standards and Surveys Division

SUBJECT: MAINTENANCE AND SERVICE OCCUPATIONAL TRAINEE and MECHANICAL AND TECHNICAL OCCUPATIONAL TRAINEE - proposed new classes.

NATURE OF PROPOSAL:

Several departments representing a cross section of occupational areas have expressed a need for one or more broad entry-level worker-trainee type classes to formalize and to facilitate the employment and training of educationally and culturally disadvantaged persons who possess the required abilities but lack the formal requirements for existing entry-level classes. It is intended that the proposed classifications of Maintenance and Service Occupational Trainee ($377 - 415) and Mechanical and Technical Occupational Trainee ($377 - 415) together with the existing classification of Social Service Aid will provide a means for employing persons on a temporary basis for work experience and training purposes in most occupational groups with the exception of the clerical. A program for providing a clerical training opportunity is currently being studied.

CLASSIFICATION CONSIDERATIONS:

1. Many State agencies have indicated a desire to provide a limited number of training opportunities to persons who do not now possess the education and/or experience required to compete for existing entry-level classifications. It is generally agreed that a supervised work experience and training program tailored to departmental needs and conducted and evaluated by the department may provide a superior or at least a satisfactory substitution for the traditionally required outside experience or education prerequisite of most entry classes. Initially, it is anticipated that the Department of Conservation and the Department of Water Resources will participate in this training effort on a selected basis.

2. It is intended that the entry training classes be used only in connection with a career development plan approved by the staff of the Personnel Board. Therefore each use of these classes will require the attention and approval of Board staff.

3. The proposed classes will be filled on the basis of TAU appointments. However, as in the case of other nonexamining classes related to employment of the disadvantaged, (Clerical Aid, Janitor Aid, and Community Service Trainee) the State Personnel Board

staff will develop and administer screening and selection programs appropriate to assure uniformity in the application of standards.

4. Employees completing training will compete in regular open competitive examinations for specific classifications for which their training has been designed.

   Some of the possible occupational areas for Maintenance and Service Occupational Trainee are as follows: Fish and Wildlife Assistant, Laundry Assistant, Food Service Assistant I, Groundsman, Stock Clerk.

   Some of the possible occupational areas for Mechanical and Technical Occupational Trainee are as follows: Engineering Aid I, Drafting Aid I, Laboratory Assistant I, Animal Technician I, Forest Fire Truck Driver, Duplicating Machine Operator I, Blueprinter, Assistant Seamstress.

5. Depending on the experience of departments involved in training programs for the above and related classes additional classes resulting from job restructuring or new alternate minimum qualification patterns may later be proposed for action by the Personnel Board.

PAY CONSIDERATIONS:

1. The staff and the departments concur that the salary for the proposed training classifications of Maintenance and Service Occupational Trainee and Mechanical and Technical Occupational Trainee be set at parity with other classifications offering training opportunities to persons with similar backgrounds and experience and should be generally aligned with appropriate occupational groups. It has been determined that the most typical of these classifications are the Social Service Aid ($377 - 415) and Community Service Trainee ($377 - 415). It is therefore recommended that the salary for the proposed classes be established at the level of $377 - 415. The three-step range reflects the temporary nature of the appointment (maximum 9 months) and the training nature of the classification.

2. The proposed $377 - 415 level appears appropriate in view of the general salary levels of the classifications which potentially may be designated as appropriate for new training programs.

RECOMMENDATION:

That the classes of Maintenance and Service Occupational Trainee and Mechanical and Technical Occupational Trainee be established; the proposed specifications for the classes as shown in this calendar be adopted; the salary ranges be $377 395 415; and the classes be allocated to Work Week Group 1.

CALIFORNIA STATE PERSONNEL BOARD

(11/12/68) **specification**

SCHEMATIC CODE:
CLASS CODE:
ESTABLISHED:
REVISED: --
TITLE CHANGED: --

MAINTENANCE AND SERVICE OCCUPATIONAL TRAINEE

Definition:

Under close supervision, to learn and perform unskilled and semiskilled work while receiving on-the-job training in a maintenance or service occupation; and to do other work as required.

Job Characteristics:

Maintenance and Service Occupational Trainee is a temporary employment class to be used by State agencies to hire and train individuals for potential long-term employment in maintenance and service occupations. It is designed to provide a means of employing persons who, while able to demonstrate in a short period of time the ability to perform the tasks required on specific jobs, do not meet the formal requirements for existing entry classes in these occupations. While in the class of Maintenance and Service Occupational Trainee, incumbents will perform meaningful unskilled or semiskilled work of increasing complexity and with increasing independence that will enable them to qualify for higher level classes.

Typical Tasks:

Depending on the department in which an incumbent is employed and the specific occupation to which he is assigned: helps to keep State parks, highways, buildings, grounds or other property clean, orderly, and in good repair; performs unskilled tasks such as moving boxes or crates or collecting samples or other unskilled work to assist an inspector or research worker; assists in the carrying out of game management or conservation programs; assists in food preparation and service and other domestic service occupations; participates in required training programs.

Minimum Qualifications:

Ability to read and write and to follow written and oral directions.

and

Special personal characteristics: Willingness to perform the lowest level work; ability to accept and benefit from training.

Monthly Compensation: [3]$377 395 415

[3]Three-step range

Work Week Group: 1

CALIFORNIA STATE PERSONNEL BOARD

(11/12/68)

specification

SCHEMATIC CODE:
CLASS CODE:
ESTABLISHED:
REVISED: --
TITLE CHANGED: --

MECHANICAL AND TECHNICAL OCCUPATIONAL TRAINEE

Definition:

Under close supervision, to learn and perform unskilled and semiskilled work while receiving on-the-job training in a technical or mechanical occupation in State service; and to do other work as required.

Job Characteristics:

Mechanical and Technical Occupational Trainee is a temporary employment class to be used by State agencies to hire and train individuals for potential long-term employment in mechanical and technical occupations. It is designed to provide a means of employing persons who, while able to demonstrate in a short period of time the ability to perform the tasks required on specific jobs, do not meet the formal requirements for existing entry level classes in these occupations. While in the class of Mechanical and Technical Occupational Trainee, incumbents will perform meaningful unskilled or semiskilled work of increasing complexity and with increasing independence that will enable them to qualify for existing higher level classes.

Typical Tasks:

Depending on the department in which an incumbent is employed and the specific occupation to which he is assigned:

Assists in the gathering, compilation, and analysis of research data; assists in land surveys and technical conservation programs; assists craftsmen and helpers in the skilled and semiskilled crafts including automotive and other mechanical maintenance; assists in the building of models; assists in the operation of electronic data processing equipment, the operation of duplicating machines; assists in the production of plans or technical drawings; assists in the technical phases of agricultural or other inspections; participates in required training programs; and performs other technical or mechanical work as assigned.

Minimum Qualifications:

Ability to read and write and to follow written and oral directions.

and

Special personal characteristics: Willingness to perform the lowest level work; ability to accept and benefit from training.

Additional Desirable Qualifications:

Possession of basic mechanical apptitude.

Monthly Compensation: [3]$377 395 415

[3] Three-step range

Work Week Group: 1

APPENDICES

Appendix A -	Career Ladders, Job Descriptions and Community College Course Titles for Subprofessional Municipal Government Occupations
Appendix B -	Basic Curriculum for New Career Employees in Local Governments

APPENDIX A

CAREER LADDERS, JOB DESCRIPTIONS
and
COMMUNITY COLLEGE COURSE TITLES
for
SUBPROFESSIONAL
MUNICIPAL GOVERNMENT
OCCUPATIONS

Note:

1. All entry-level positions assume that something less than a high school education would suffice to qualify for employment.
2. Descriptions and comments are based upon task force meetings and workshops involving leading municipal government professionals, including personnel directors, from throughout California.
3. This Appendix represents part of a continuing project funded by the Career Opportunities Branch, Office of Education, U.S. Department of Health, Education and Welfare, whose assistance here is gratefully acknowledged.

BUILDING INSPECTION CAREER LADDER

Senior Building Inspector

This position requires three to four years of experience with preferably some formal training and education in building inspection or engineering.

Building Inspector

Persons qualifying for and entering this position might come from three areas:

1. Certificate program in Building Inspection Technology with two to three years of experience (experience may be at Trainee level).
2. AA degree in Building Inspection Technology with one to two years of experience (experience may be at Trainee level).
3. Three to four years of experience in the crafts and trades (presently the typical entry level), with use of Community College program as an in-service training program.

Building Inspector Trainee

The Building Inspector Trainee would obtain at a minimum a certificate in Building Inspection Technology and work experience. This position would probably be terminal after 1 to 2 years with the incumbent moving up to a regular Inspector position after passing a written examination or satisfactorily meeting prescribed performance standards in the trainee position.

BUILDING INSPECTOR TRAINEE

	What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education (Content)
1.	Receive and process permit applications and issue permits for simple types of construction and installation projects. Answer questions regarding set procedures, basic plan requirements, etc.	Follow detailed procedural instructions for processing forms, ability to verbally explain forms and procedures, knowledge of building construction language.	Suggested course titles in relation to positions (see curriculum guidelines for details) 1. Construction technology 2. Plan reading and specifications. 3. Building codes and standards 4. Technical mathematics 5. Written and oral communications 6. Human relations 7. Principles and functions of state and local government.
2.	Inspect fences, patios, carports, residential blockwalls, etc.	Knowledge of construction materials and methods. Knowledge of construction standards required by codes and ordinances.	
3.	Conduct occupancy surveys in various structures, such as apartments, hotels, etc.	Follow structured interview, record data, speak effectively, follow directions and read maps.	
4.	Makes observations, surveys and reports of routine code violations, takes pictures of zoning, housing, building, and related code violations and illegal construction activities.	Knowledge of codes, drive car, operate camera, read maps, follow instructions regarding where to take pictures.	
5.	Survey and identify non-conforming uses such as setbacks, sq. ft. of building space, signs, non-conforming buildings, such as utility shacks.	Drive car, compare field data to code standards, use measuring devices such as tape measure, add and subtract, read maps.	

Building Inspector Trainee (continued)

	What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education (Content)
6.	Retrieve and file permits, maps and construction plans.	Ability to use filing and index system.	
7.	Determine amount and collect fees and write out receipts for building, plumbing and electrical permits and miscellaneous permits and applications. (Inspection duties are almost exclusively oriented to single family dwellings at this level)	Ability to make simple mathematical computations requiring knowledge of division, multiplication, percentages; fill out forms, etc.	

BUILDING INSPECTOR

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education (Content)
1. Inspect buildings under construction, alteration or repair for compliance with building laws.	Knowledge of materials and methods in the construction trades.	1. Inspection of buildings and structures.
2. Examine plans and specifications of buildings for conformance with zoning ordinances.	Ability to read construction plans and specifications and compare them to construction work in progress.	2. Housing inspection.
3. Inspect damaged buildings and report need for repairs or demolition.	Identify faulty construction or hazardous conditions caused by damage and deterioration.	3. Electrical inspection.
4. Investigate alleged violations of codes.	Understand and enforce regulations and deal with the public and special groups.	4. Mechanical inspection.
5. Issue orders for correction of violations such as non-compliance with plans, specifications and codes.	Knowledge of codes, ordinances and laws pertaining to construction.	
6. Collect evidence for hearings regarding code violations.	Ability to compile appropriate data in compliance with codes and ordinances and requirements of attorney's office.	

SENIOR BUILDING INSPECTOR

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education (Content)
1. Plan, assign and supervise work of subordinates.	Ability to plan and organize work and effectively supervise staff.	1. Plan review - non-structural
2. Review inspection reports, resolve technical problems or make recommendations.	Knowledge in techniques of planning and supervising staff engaged in technical inspections.	2. Plan review - structural
3. Inspect complex building projects.	Understand, in depth, codes, ordinances and laws pertaining to the regulation of construction activities.	3. Building inspection administration.
4. Interpret codes to builders and developers regarding building projects.	Prepare reports regarding code violations for hearings and other written reports. Ability to communicate effectively with builders and developers.	
5. Co-ordinate with and approve reports of special inspectors (generally assigned to large construction projects)	In depth knowledge of inspection methods and building codes and regulations.	
6. Review and recommend changes to codes and regulations.	In depth knowledge of codes and new and emerging construction methods and techniques.	

SUBPROFESSIONAL CAREER LADDER IN CIVIL ENGINEERING

Civil Engineering Aide III

(Senior Construction Inspector)
(Senior Draftsman)
(Survey Party Chief)

This position requires three to four years of experience as well as the advanced skill courses and supervisory methods courses.

Civil Engineering Aide II

(Construction Inspector)
(Draftsman)
(Instrumentman and Chainman)

Persons qualifying for and entering these positions might come from three areas:

1. Entrance with A.A. degree and work experience course.
2. Certificate and one-year experience.
3. Two years of experience in the Civil Engineering field and a 12th grade education.

Civil Engineering Aide I

Entrance at this level generally requires a 10-12th grade education, preferably a high school diploma and no experience. Courses in math, surveying, drafting, as well as one to two years of experience may be required for advancement to the next level.

C. E. AIDE I

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education (Content)
Inspection functions		
Read simple blueprints, plans and sketches.	Learn how to read various plans, maps, etc.	Suggested course titles in relation to positions (see curriculum guidelines for details)
Set up equipment for lab tests, perform simple lab tests such as sieve analysis; clean lab	Learn how to use and operate lab equipment, understand how to make simple materials tests.	1. Drafting I
Post legal notices.	Affix notices at predetermined locations.	2. Surveying I
Make simple computations, cost extensions and compute data regarding quantities of materials, such as concrete yardage, sq. ft. of sidewalk, lineal footages, etc.	Understand basic mathematics and application to prescribed problems.	3. Engineering Math I 4. Oral and written communication 5. Work experience
Field Functions		
Hold measurement tapes or chains and record measurements.	Knowledge of units of measurement and use of simple surveying equipment.	
Serve as flagman in directing traffic.	Understand simple traffic and safety regulations.	
Clear brush from survey line with hand tools.	Learn use of hand tools and clean debris in prescribed area.	
Hold level rod at designated points.	Place rods at designated locations.	
Move target on level rod.	Learn how to make adjustments of rod.	
Clean survey equipment.	Knowledge of maintenance.	
Search for survey monuments.	Follow directions.	

C.E. AIDE I (Continued)

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education
Drive and clean survey truck.	Learn how to operate and clean vehicle and follow prescribed city safety regulations.	
Carry and set stakes.	Handle hand tools and place objects at designated locations.	
Office Functions		
Copies plans and drawings.	Knowledge of simple drafting skills and drafting equipment.	
Index, catalog and file engineering documents.	Learn about engineering filing system.	
Inventory drafting supplies.	Ability to identify and count items and record numbers on forms.	
Assemble specification sets.	Ability to properly arrange materials in a prescribed manner.	
Operate office equipment, such as copying, blueprint and adding machines.	Knowledge of various types of office equipment.	
Do routine shading and coloring of maps and related documents.	Understand colors and methods of shading and coloring documents.	
Do simple drafting.	Understand basic drafting methods and techniques.	
Prepare cross sections, maps, profiles and charts.	" " "	
Do lettering by prescribed methods.	" " "	
Transpose engineering scales.	" " "	

C.E. AIDE II (Office Engineering)

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education
Does finish drafting.	Thorough knowledge of drafting tools and techniques.	1. Design drafting 2. Engineering Mathematics II 3. Principles of state and local government 4. Human relations
Does hand lettering and operates lettering equipment.	" " "	
Makes advanced mathematical calculations.	Understand mathematics through trigonometry and use of various calculating machines.	
Analyze and plot profiles and cross sections.	Knowledge of advanced drafting methods and mathematics.	
Draws maps and charts.	" " "	
Interprets field notes and sketches.	" " "	
Computes grades and curves.	" " "	
Prepares simple details and enlargements from sketches or standards.	" " "	
Answers routine questions at public counter or by telephone regarding permits, fees, on basis of established procedures and fee schedules.	Understand rules and regulations pertaining to various types of public works activities. Ability to compute and collect fees for public improvements, maintain records, and effectively deal with the public.	

C.E. AIDE II (Construction Inspection)

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education Content
Inspection Functions		
Measures and sample tests materials from street, sewer, curb, gutter, sidewalk and storm drain projects	Thorough knowledge of construction materials and methods of testing same.	1. Construction materials and inspection techniques.
Determines quality of trenching, shoring, backfilling, and compaction and quality and quantity of concrete, asphalt, etc.	Understanding of mathematics and use of various engineering instruments to measure quantities.	2. Principles of state and local government. 3. Human relations.
Inspects forms for alignment and grade.	Understand basic construction methods and materials and methods of inspection.	
Inspects pipelaying for alignment of joints and grades.	" " "	
Inspects installation of manholes, valves, street light utility poles grade panels, landscaping and signs for proper location.	" " "	
Maintains records of types of materials, quantities, costs, and change orders involved in contract work	Follow established procedures for recording data regarding project at prescribed times.	
Coordinates inspection activities between contractors, public utility companies and public works engineers.	Ability to effectively communicate with various parties involved in contract.	
Reviews and interprets construction plans and specs in accordance with specified construction standards.	Knowledge of state and local construction regulations, ability to read plans and specs and thorough understanding of construction materials	

C.E. AIDE II (Field Engineering)

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education Content
Sets up, operates and adjusts transit, level and other precision instruments.	Knowledge of surveying equipment and how it is used.	1. Surveying II 2. Principles of state and local government.
Computes and measures lines, angles, distances, volumes, grades, and elevations.	Knowledge of mathematics through the fundamentals of trigonometry.	3. Human relations
Sets survey monuments.	Learn where to appropriately place monuments based on survey results.	
Makes field sketches and notes.	Knowledge of simple drafting techniques.	
Locates survey monuments and bench marks.	Read maps and understand symbols and scales.	

C.E. AIDE III (Construction Inspection)

What Gets Done (Duties and Tasks	What Must be Learned (Knowledges and Skills)	Training and Education Content
Resident inspector on major construction projects.	Thorough knowledge of construction methods and techniques and various rules and regulations governing construction standards.	1. Advanced construction materials and inspection techniques.
Prepares and submits progress and final payments and reports.	Learn to properly compute quantities of work completed, simple report writing techniques.	
Inspects work-in-progress andfinished jobs for compliance with engineering specifications.	Understand engineering specifications and compare field work to project plans.	
Reviews and interprets construction plans and specs in accordance with construction standards.	Ability to read, interpret, and compare plans and specifications to construction standards.	
Coordinates with contractors, engineers, architects on allowable deviations from standards.	Ability to effectively communicate with various groups and interpret rules and regulations.	
Inspects excavations, scaffolding and work procedures for compliance to safety standards.	Knowledge of safety regulations involved in construction work.	
Help settle disputes between contractors and contractee.	Understand human relations.	
Supervises subordinates.	Understanding of supervisory and training techniques.	

C.E. AIDE III (Office Engineering)

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education (Content)
Does difficult drafting and computations on sewers, streets, storm drains, property closures, etc.	Knowledge of design drafting techniques and standards which govern design and construction of public works improvements.	1. Design drafting II
Squad leader in major drafting assignments.	Understanding of principles of organizing work, and leading staff in completion of work.	
Prepares preliminary reports and specifications such as gas tax report.	Ability to write concise and accurate reports and prepare forms and data in compliance with prescribed reporting standards.	
Prepares and interprets legal descriptions.	Understanding of legal and real estate terminology and ability to compute distances, curves, etc.	
Prepares preliminary cost estimates.	Ability to make cost extensions and Understanding of various units of measurement.	
Provide liaison with related engineering, legal and planning functions.	Knowledge of other government functions and ability to effectively communicate with others.	
Does initial design of curb grades, sidewalks, alleys, sewers, water mains, etc.	Understand and apply advanced drafting and mathematical techniques to design public works improvements.	

C. E. AIDE III (Office Engineering) - (continued

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education
Coordinates with utility companies in the design of projects.	Understand utility planning and construction process, ability to read utility plans and specs and effectively communicate with their representatives.	
Answers more difficult questions over the public counter and by telephone.	Understand and interpret questions from public regarding public works, provide information regarding public works standards, rules, fees. Ability to read and interpret plans, maps, sketches, etc. Understand principles of human relations.	

C.E. AIDE III (Field Engineering)

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education Content
Directs and assigns work to survey party chiefs.	Ability to supervise and train subordinates.	1. Surveying applications
Verifies that exact locations and measurements are made.	Knowledge of surveying practices and procedures.	
Finalizes all computations and field notes.	Ability to read field notes and make mathematical computations.	
Conducts difficult surveys.	Knowledge of surveying practices and procedures, particularly as they apply to unusual surveying problems.	
Adjusts and calibrates surveying instruments.	Thorough knowledge of surveying equipment and tools.	
Enforces safety regulations.	Knowledge of safety rules.	
Provides liaison between contractors, engineers and public.	Ability to effectively communicate with other parties, knowledge of their relationship to surveying operations.	
Prepares progress and final reports as necessary.	Ability to prepare written reports and summarize field activities.	

SUBPROFESSIONAL CAREER LADDER
IN
LIBRARY TECHNOLOGY

Library Technical Assistant

This position would require an A.A. degree in a Library Technician program or an equivalent combination of education and experience. The Library Technician program would consist of a work experience course.

Library Clerk III (Senior)

This position would require a high school diploma and two years of experience in subprofessional library work and suggested completion of at least six units in a Library Technicians program or similar library training beyond the high school level.

Library Clerk II

This position would require a high school diploma or its equivalent and one year of experience in subprofessional library work and suggested completion of at least three units of library training beyond the high school level.

Library Clerk I

This position would require a high school diploma and/or its equivalent and six months' library experience, possibly as a library trainee. The position may require some ability to type.

Library Trainee

This position may require a minimum age of 18 and something less than a high school diploma and a willingness to prepare for promotion through enrollment in an educational program.

LIBRARY TRAINEE (PAGE)

What Gets Done	What Must be Learned (Knowledges and Skills)	Training and Education Content
Puts books and other materials on shelves in proper sequence, alphabetically or numerically.	Know numbers and alphabet and basic layout of library facilities. Follow prescribed procedures of library. Understand basic library operations.	Suggested courses in relation to positions (for curriculum and details see guidelines) 1. Introduction to Libraries and Library Science. 2. Oral and written communications. 3. Human relations.
Checks and rearranges shelves or files for alphabetical or numerical sequence.	Learn basic library index and filing system.	
Wraps and unwraps packages containing books, periodicals and other library materials.	Follow simple procedure for wrapping and unwrapping library materials.	
Perform simple mending of torn book pages, reinforcing of magazine binding, etc.	Learn techniques for mending magazines and other materials.	
Physically processes books.	Knowledge of library book processing procedures.	
Clears and straightens tables and shelves.	Follow prescribed method of physically arranging library materials.	
Runs errands and distributes materials	Follows directions. Knowledge of location of library materials, stations and offices.	
Cuts out and mounts newspaper and other articles, files and displays.	Knowledge of filing system and cutting and mounting techniques.	
Affixes dust jackets.		

LIBRARY TRAINEE (PAGE) (Continued)

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education Content
Places periodicals in bookbinder.	Knowledge of bookbinding techniques.	
Operates photocopy equipment.	Orientation and basic operational procedures of photocopy equipment.	
May charge out books and materials.	Learn procedures for checking out and controlling the distribution of library materials.	

LIBRARY CLERK I (JUNIOR)

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education Content
Copy typing of books cards and notices of overdue books, orders envelopes.	Ability to accurately type at an acceptable speed.	1. Library technical processes. 2. Principles of state and local government.
Sorts and assembles books and other materials for distribution.	Knowledge of procedures on how to sort library materials.	
Checks out books and materials.	Understand check-out procedures and equipment.	
Issues library cards.	Knowledge of appropriate information to place on library cards and distribution and filing of cards.	
Determine amount of fines from chart and receive fines.	Ability to compute fines using simple arithmetic.	
Gives directions to locations in library.	Knowledge of locations and ability to speak clearly and use good public relations.	
Reserve books.	Knowledge of book reservation procedures.	
Files catalog cards on the rod.	Knowledge of library filing system.	

LIBRARY CLERK (JUNIOR) (Continued)

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education
Maintain check list of serials and performs duties at the lower level.		
(In small library systems, clerk 1, 2 and 3 positions might be combined into one library clerk position.)		

LIBRARY CLERK II (INTERMEDIATE)

What Gets Done (Tasks and Duties)	What Must be Learned (Knowledges and Skills)	Training and Education
Checks book invoices against books received.	Knowledge of book receiving procedures.	Library Public Services.
Types book orders and other materials after assembling information.	Knowledge of book ordering procedures	
Issues library cards.	Understand procedures and policies for issuance of cards.	
Accepts requests for book reservations.	Knowledge of book reservation procedures.	
Prepares lists for book meeting.	Understand how to assemble information in desired format.	
May follow up outstanding orders.	Prepare form letters and knowledge of order procedures.	
Prepares book exchange lists and records exchanges between libraries.	Understand exchange procedures and type and maintain lists and records.	

LIBRARY CLERK III (SENIOR)

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education Content
Supervises and trains clerical assistants.	Understand techniques of supervision and training.	Non-book Media.
Processes inter-library loans.	Knowledge of policy and procedures for making inter-library loans.	
Operates small book outlet station.	Knowledge of library policies and procedures for book outlets. Knowledge of available material and how to obtain it.	
Catalogs fiction books and performs duties at lower level.	Knowledge of basic cataloguing techniques.	
Checks order cards with holdings and outstanding orders.	Order procedures and policies relating to control and follow-up.	
Keeps book budget records.	Maintains simple record keeping system.	
Locates simple bibliographic information.	Knowledge of basic library bibliography sources.	
Orders Library of Congress cards.		

LIBRARY TECHNICAL ASSISTANT

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education Content
Answer elementary reference questions from standard information sources.	Has an understanding of reference system and procedures for obtaining reference information. Ability to effectively communicate with library patrons.	Introduction to cataloguing and classification. Special libraries.
Supervise and train clerical staff.	Understand techniques of supervision and training.	
Locates simple bibliographical information.	Elementary knowledge of library research methods and procedures and basic bibliographic sources.	
Operates special section of library such as audio-visual section, information desk service, book mending.	Knowledge of policy, procedures, technical information, technical processes pertaining to special section of library.	
Circulation of reserve collection.	Knowledge of policy and procedures of reserve collection.	
May do simple cataloguing such as children's and fiction materials.	Knowledge of descriptive cataloguing.	
Determine if damaged books should be repaired or discarded.	Understanding of standards necessary to make required decision, such as, intrinsic value of book, out of print	

LIBRARY TECHNICAL ASSISTANT (Continued)

What Gets Done (Duties and Tasks)	What Needs to be Learned (Knowledges and Skills)	Training and Education Content
Operate bookmobile or small branch library.	Knowledge of library services, procedures and policies sufficient enough to operate assigned library function. Ability to drive vehicle.	
Interprets library rules regarding dues, damaged books and eligibility for cards.	Knowledge of pertinent rules and procedures of the library.	
Assigns book numbers within an established system.	Knowledge of library index system.	
Order, receive and enter serials.		

SUBPROFESSIONAL GOVERNMENT ACCOUNTING CAREER LADDER(1)

Accounting Technician(2)

(A) This position would require three to five years of experience and a certificate in Government Accounting (the core Government Accounting curriculum consisting of 20-30 units) for the Senior Account Clerk to qualify for it.

(B) Lateral entry into this position could also be achieved by obtaining an A.A. degree in Accounting preferably with courses in Government Accounting, an introductory course in Public Finance, and a Work Experience course.

Senior Account Clerk

(A) This position would require two to three years of experience and preferably introductory courses in Accounting (six to eight units) for the Account Clerk to qualify for it.

(B) Lateral entry into this position could also be achieved by obtaining a certificate in Government Accounting (the core Government Accounting program).

Account Clerk

(A) This position would require one to two years of experience and a course in Bookkeeping for an Account Clerk Trainee to qualify for it.

(B) Lateral entry into this position could also be achieved by obtaining a high school diploma with preferably some business courses.

Account Clerk Trainee

This position is a basic entry level position designed to open up career opportunities for those people who cannot otherwise meet the typical entry level requirements of an Account Clerk position. With remedial education and a record-keeping course, a person with a 6th to 12th grade education could qualify for this position. To move to the Account Clerk position, a bookkeeping course and the obtainment of a high school diploma equivalency would be desirable.

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(1) This career ladder suggests under (A) the basic requirements for promotion up a career ladder starting with a trainee position, and (B) lateral entry based on the attainment of suggested levels of education in the high school and community college.

(2) Subsequent promotions from the Accountant Technician level would be based on obtaining a four-year degree in Accounting or a related field; or, possibly the determination of an education/experience equivalency to the four year degree which would meet the requirements of a professional level position.

ACCOUNT CLERK TRAINEE

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education
Take physical inventories of materials and supplies and record on proper forms.	Ability to distinguish types of supplies and materials, count and record data on simple forms.	
Sort, date and distribute mail, stuff mailers in utility bills.	Knowledge of various offices and locations and ability to read and write.	
Issue dog, bicycle, and other simple permits and licenses and receive cash.	Ability to read and determine what licensing requirements are in accordance with specific instructions. Learn how to make receipts, compute proper change.	
Review bills and invoices and check for accuracy of order numbers, unit prices and extensions and receiving slip against bill.	Ability to read, add, subtract and make cost extensions and compare written data on different forms for accuracy.	
Do simple cost extensions for pricing out labor and materials.	Ability to add, subtract, multiply and divide and enter figures in proper columns.	
File pay cards and earning records, warrant copies, cash receipts.	Knowledge of filing system and difference between various financial records and forms.	
Adding expenses, revenues and costs which are set up in columnar form.	Ability to add and subtract figures.	
Record statistical data in columnar or other prescribed format.	Ability to count and transcribe figures to prescribed format.	

ACCOUNT CLERK

What Gets Done (Duties and Tasks)	What Must be Learned (Abilities and Knowledges)	Training and Education
Gather, assemble, tabulate, check, extend, balance, summarize, post and file fiscal and statistical data.	Ability to count and segregate data and tabulate in columnar form.	
Code data according to prescribed accounting procedures	Ability to read and classify data by predetermined account codes.	
Type and process purchase orders.	Ability to type data on forms.	
Maintain simple ledger accounts.	Understanding of double entry bookkeeping methods.	
Compute and record interest charges, refunds, freight charges, express charges and rentals.	Ability to compute fractions, decimals, percentages, make cost extensions, use adding machine.	
Receive money and maintain records of receipts.	Ability to receive and control cash, make proper change, prepare receipts, compute or check amount of money owed. Ability to deal effectively with the public.	
Type vouchers, invoices, account statements, payrolls, periodic reports and purchase orders.	Understand and read a variety of accounting data and accurately type on prescribed forms.	

SENIOR ACCOUNT CLERK

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education Content
Balance accounts and take trial balances. Reconcile accounts.	Ability to use principles of double entry bookkeeping.	Suggested course titles in relation to positions. (See curriculum guidelines for details)
Prepare payrolls.	Knowledge of payroll accounting practices and formulas for various withholdings.	Introductory Accounting I and II
Post and balance ledgers.	Knowledge of various funds and accounts. Ability to classify data and post to appropriate accounts.	
Prepare various statistical and financial reports and statements.	Ability to follow established rules and regulations in preparing reports and to segregate, classify and summarize data from various ledgers and statements. Knowledge of report writing techniques.	
May supervise account clerks, trainee and part-time staff.	Ability to effectively communicate with and motivate personnel.	
Maintain specific cost accounting system.	Ability to post to cost accounts and distribute overhead costs based on established formuli.	
May deal with public and customers in resolving problems and complaints.	Understand public's problems and questions, interpret rules and regulations, may issue permits and licenses.	

ACCOUNTING TECHNICIAN

What Gets Done (Duties and Tasks)	What Must be Learned (Skills and Knowledges)	Training and Education Content
Maintain subsidiary ledger	Understand and apply basic accounting fundamentsls.	1. Intermediate Accounting
Make simple internal and external audits.	Understand principles and techniques of auditing.	2. Government Accounting
Maintain and reconcile subsidiary ledgers to controls.	Knowledge of basic government accounting concepts.	3. Cost Accounting
Pre-audit invoices and make necessary investigations before payments.	Understand auditing techniques.	4. Fundamentals of Public Finance
Prepare routine social security, insurance, statistical and budget reports.	Ability to prepare concise analytical reports of the fiscal condition, budgets, etc.	5. Principles and Functions of State and Local Government
Prepare bank reconciliations.	Knowledge of accounting fundamentals.	6. Oral and Written Communications
Gather information for preparation of annual budget and financial statement.	Knowledge of budgeting concepts and preparation of financial statements.	7. Work Experience Course
May prepare adjusting and closing entries.	Knowledge of accounting techniques.	

ACCOUNTING TECHNICIAN (Continued)

What Gets Done (Duties and Tasks)	What Must be Learned (Skills and Knowledges)	Training and Education
Help in preparing or maintaining data processing applications of routine accounting system such as payroll, utility billings, inventories and simple job cost accounting.	Knowledge of accounting systems and data processing applications. Knowledge of cost accounting concepts.	

SUBPROFESSIONAL RECREATION CAREER LADDER

Professional Leadership Position

This would require a B.A. in Recreation or a related field or 2 years of college and an equivalent combination of education and experience equal to a B.A. degree in Recreation.

Subprofessional Leadership Position

This would generally be a full-time position requiring an A.A. degree in Recreation, a certificate in recreation and 1-2 years of experience, or an equivalent combination of education and experience.

Recreation Trainee Position

This would be a full time or part time position which would serve as an entry level position into a recreation career. This position would generally require enrollment in a community college recreation program and the completion of the core courses in such a program to qualify for promotion.

RECREATION TRAINEE

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education Content
Set up, take down chairs, tables, game equipment, in accordance with specified schedule.	Learn to follow written and verbal instructions and knowledge of various types of physical apparatus.	Suggested courses in relation to positions (see curriculum guidelines for details)
Pick up, sweep, clean as required by circumstances.	Awareness of importance of neatness and cleanliness.	Remedial education courses (If necessary) 1. Introduction to Community Recreation.
Prepare verbal and written reports regarding damaged or lost equipment.	Technical knowledge regarding types of equipment and ability to report losses or damage of equipment in either verbal or written form.	2. General sports and recreation. 3. Group leadership. 4. Oral and written communications.
Inventory supplies and equipment.	Ability to count physical objects and add and subtract.	5. Human relations.
Issue recreational supplies and equipment.	Knowledge of gzme or sport. Keep accurate records of attendance and supplies issued.	
Administer first aid.	Knowledge of techniques of first aid.	
Instruct and participate in mass games and activities.	Knowledge of game or activity. Learn to secure full participation. Leadership skills.	

RECREATION TRAINEE (Continued)

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education
Set up field facilities for various sports and games.	Knowledge of game or activity.	
Answer telephone and provide information regarding recreation program.	Knowledge of basic recreation programs. Convey correct information tactfully and courteously.	
Acts as golf ranger to keep play moving.	Knowledge of game.	
Keep order on playground or in recreation center, or swimming pool.	Must know all rules and regulations. Learn skills in handling violations.	
Examine equipment for safe operation.	Must learn what constitutes unsafe equipment.	
Report accidents and injuries to immediate supervisor.	Must learn importance of prompt reporting of all injuries and accidents and principles of first aid.	
Making signs and posters.	Spell correctly and include all information. Neatness and accuracy.	
Informally contact individuals and groups in promoting participation in recreation programs.	Effective oral communications. Elements of human relations.	

RECREATION TRAINEE (Continued)

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education
Perform routine clerical duties such as posting schedules and information releases to bulletin boards, simple filing, running errands.	Learn to follow instructions and understand simple office procedures.	
Act as scorekeeper or timekeeper, referee, umpire in various games a and sports.	Knowledge of game.	
Maintain orderly locker facilities in swimming pool.	Learn importance of sanitation and cleanliness.	
Aid music, craft and dance specialists in directing specialized activities.	Elementary knowledge of some aspects of specialty.	
Open and close facilities.	Importance of adherence to time schedules. Must check grounds of facility to make sure all patrons have left before closing. Working familiarity with locks and closures.	

SUBPROFESSIONAL LEADERSHIP POSITION - RECREATION

What Gets Done (Duties and Tasks)	What Person Must Learn (Knowledges and Skills)	Training and Education Content
Organizes specific events for sports, contests, games and other recreation activities and establishes schedules.	Learn to establish proper priority of events in keeping with maximum facility utilization; create interest in events toward full participation.	1. Program leadership techniques and services. 2. Social recreation.
Organizes and advises clubs and other neighborhood groups.	Elements of leadership to induce patrons and groups to assess their requirements and to view recreational activities with a realistic approach.	3. Leisure in contemporary society. 4. Recreation and the performing arts.
Requisitions needed supplies and equipment.	Knows inventory methods and controls departmental purchasing requirements.	
Prepares activity reports for superior and recommends changes in program.	Knows reporting procedures and context of existing programs; possesses insight into needs for improvement in relation to community requirements.	
Inspects playgrounds, facility and equipment and recommends replacement or repair.	Needs to know city and state safety requirements, types of playground equipment, and the level of maintenance required by the department.	
Assesses programs and activities as to their acceptability and progress and interprets trends and attitudes to superior.	Principles of program evaluation; community reaction to programs; understand and/or predict attitudinal trends; methods of reporting same to supervisor.	

SUBPROFESSIONAL LEADERSHIP POSITION (Continued)

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education
Evaluates performance of subordinates and assists in their training and development.	Performance evaluation; training and employee development.	
Prepares required reports, records, and publicity material.	Methods of record and report writing and knowledge of types of acceptable material for the communication media.	
Teaches rules, regulations and methods of participation in games and other sports activities.	Learns rules, regulations of games, and methods of instruction.	
Directs competitive and non-competitive games and contests.	Must have knowledge and skill in leadership and motivation and specific games.	
Participates in games and contests when needed to stimulate interest from individuals or groups or when required to conform and games requirements.	Must be able to perceive when individuals or groups need stimulation and have the ability to encourage participation.	
Informs supervisor when supplies and equipment are needed.	Must have knowledge of inventory method used and a procedure for establishing. a re-order point.	
Collects fees and maintains records of payment.	Conforms to established collection and record maintenance procedures.	
Conforms to "use" schedules and lists any changes as directed.	Must know daily scheduling of facility use.	

SUBPROFESSIONAL LEADERSHIP POSITION (Continued)

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education
Maintains daily attendance and activity records of participants.	Must know record keeping and checkoff procedures.	
Supervises Tiny Tots and other children's activities.	Understand elementary child psychology.	
Encourages individuals and groups to participate in recreational activities.	Learns to present recreation in a positive and acceptable manner to motivate persons to participate.	
Recommends additions and/or improvements to recreation programs.	Understands present recreation program and the reasons for various recreation activities and possesses the ability to recognize their deficiencies or worth.	

SUBPROFESSIONAL COMMUNITY PLANNING CAREER LADDER

Junior Planner (Entry Professional Level)

This is the entry level professional position and generally requires a B.A. or M.A. in Planning or a related field.

Planning Technician

This position would be a high-level subprofessional position requiring an A.A. in Community Planning or an equivalent combination of education and experience.

Planning Aide

This position would require a certificate in Community Planning and one year experience in Planning or an equivalent combination of education and experience.

Planning Aide Trainee

This position may require at least an 8th-12th grade level of education.

PLANNING AIDE TRAINEE

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education Content
Take measurement of specifically defined objects and locations.	Ability to follow specific directions and learn how to compute units of measure, such as feet, yards, etc.	Suggested courses in relation to positions (for curriculum details see guidelines). 1. Remedial education courses (if necessary). 2. Introduction to cities and community planning. 3. Oral and written communications. 4. Human relations.
Take photos of predetermined subjects.	Learn how to load, adjust and take pictures with camera.	
Post legal notices.	Affix notices at predetermined locations.	
Operate printing and reproduction equipment.	Learn how to operate various types of equipment.	
Conduct physical counts of cars, houses, businesses, etc. by type of other pre-determined criteria.	Follow specific directions and count and classify observations of physical things in the field.	
Color and zip-a-tone maps and charts.	Understand colors, cut paper and affix materials to maps and charts	
Prepare signs.	Learn how to use lettering tools and do freehand lettering.	
Set up and operate projectors.	Learn how to set up and operate projector.	

PLANNING AIDE TRAINEE (Continued)

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education
Set up exhibits and displays.	Follow specific directions on setting up objects in specific locations.	
Trace maps.	Learn what materials to use in tracing maps.	
File maps.	Learn how to use simple alphabetic and numeric filing systems.	
Conduct interviews such as information gathering interviews in various kinds of neighborhoods.	Ability to ask prescribed questions about social, physical and economic conditions and record information on forms.	
Inspect specified physical conditions in field surveys such as simple zoning and land use standards.	Learn how to identify physical objects which do not conform to lists of prescribed standards.	
Collate and bid reports.	Learn how to assemble and properly affix reports together in a prescribed sequence.	

PLANNING AIDE

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education Content
Collect code and summarize specified data from records such as census and assessor's books.	Learn filing system and sources of data in other agencies. Ability to summarize data in a prescribed format.	1. The role of planning in Government. 2. Current problems in urban communities.
Update maps, charts and visual aids.	Learn drafting and graphic methods.	3. Planning graphics. 4. Selected topics in community planning.
Draw maps including those requiring change of scale.	Knowledge of fundamentals of drafting and graphics.	5. Urban renewal.
Compute measurements of areas.	Learn how to code, summarize and compare data.	
Obtain names and prepare lists for notices of hearings.	Knowledge regarding planning hearing proceedings and legal requirements for obtaining and compiling lists of names and addresses.	
Receive routine complaints and may do some research work in resolving complaints.	Understand basic planning and zoning concepts and regulations, knowledge of good communications skills and public relations.	
Prepares reports and correspondence on simple planning matters.	Ability to write clear and concise reports and knowledge of planning and zoning concepts.	

PLANNING AIDE (Continued)

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education
Surveys and investigates planning problems which may result in objective findings, such as a survey of setback requirements.	Learn various planning and zoning concepts, specified regulations. Ability to classify and code observations of planning data.	
Prepares color separation or flip chart overlays.	Knowledge of planning graphics and drafting techniques and equipment.	
Prepares charts, models and similar visual aids.	Knowledge of three dimensional model construction and planning graphics techniques.	

PLANNING TECHNICIAN

What Gets Done (Duties and Tasks)	What Must be Learned (Knowledges and Skills)	Training and Education Content
Design and lay out charts, maps and visual aids.	Thorough knowledge of planning graphics, tools and equipment.	1. Contemporary environmental design. 2. Directed studies in planning. 3. Studio projects in design. 4. Residential design and drafting.
Checks routine building plans and business licenses for compliance to zoning and related codes.	Knowledge of code requirements and relationship to zoning and related planning codes.	
Conducts field surveys and investigations along pre-determined guidelines and prepares recommendations for such matters as land uses, vacancy rates, quality of development, subdivision improvements.	Knowledge of various elements of general plan and relationship of planning parts to the whole. Thorough knowledge of planning concepts and urban planning problems.	
Update questionnaires for re-use.	Knowledge of how to design and use structured questionnaires.	
Maintain filing system for maps and records.	Knowledge of office filing system.	
Answers questions and assists the public in planning and zoning matters by phone, in person and by correspondence.	Knowledge of zoning and related planning concepts and codes, ability to communicate effectively.	
May meet with community groups and explain specific planning programs.	Knowledge of urban planning problems, ability to understand and guide group discussion on planning matters. Understanding of group dynamics and interpersonal relations.	

POLICE

Police Departments have an established program through the community colleges which adheres to state standards for training as set forth by P.O.S.T. This standard curriculum desires mentioning from the standpoint that it provides a model for the development of curriculum in other local government occupations. The curriculum provides both a means of training new sources of police manpower as well as training existing employees. This, of course, is a desirable twofold approach which any public service curriculum ought to achieve.

It should also be noted that the Police Task Force did stress the need to provide more general courses in Human Relations, Sociology, Psychology and General Criminology courses in preference to specific courses wherever local governments are providing specific skill training through academies and training centers.

The attached list of tasks and duties does summarize some of the ideas regarding the use of police aides, which would be below the normal entry level position of police officer. These lists of duties and tasks are from the President's Commission on Law Enforcement and Administration of Justice - The Police, and the experiences of the Oakland Police Department New Careers Program.

SUBPROFESSIONAL POLICE CAREER LADDER

Police Aide II	Minimum Requirements: Age: 17-21 years Education: Ability to read and write well enough to perform the duties. A high school diploma is not required. Experience: Six months as a Police Aide I, or the equivalent. Physical Condition: Absence of physical handicaps and medical conditions which would interfere with performance of duties or prevent obtaining a driver's license. Applicant should be in such physical condition as to qualify them for the position of Police Officer at a later date.
Police Aide I	Same as above, except no experience requirement and may be a part-time position.

POLICE AIDE I

Various tasks which can be performed by Police Aide I are delineated below:

1. Log and return evidence.
2. Answering the telephone.
3. Answering nuisance calls.
4. Parade and crowd control.
5. Operation of radio equipment.
6. Filing and clerical work.
7. Collates material.
8. Maintains inventory of office supplies.
9. Pickup stolen bicycles.
10. Photography processing and development.
11. Control of special parking lot facilities.
12. Help in the booking of suspects.
13. Prepare stolen vehicle bulletins.
14. Collection and analysis of statistics and preparation of charts and graphs.
15. Operation of teletype, photocopy, and microfilming equipment.
16. Service, search and clean patrol cars and service special equipment.
17. Help in traffic control for special events such as parades and funerals.
18. Index stolen property and maintain records.
19. Takes identification photographs of arrested persons.
20. Obtains and records information needed to identify subjects, such as height and weight.
21. Disseminates crime prevention literature to individuals and business concerns.

APPENDIX B

BASIC CURRICULUM[1]

The New Careers concept calls for a combined work and learning role for individuals as they move into human service careers. The basic curriculum for the program must recognize this dual role and provide experiences and materials that will enable the enrollees to function successfully on the job as well as in college. The curriculum should also recognize the existing experiences, concerns and interests of the enrollees and incorporate these into a relevant educational program.

It is important that the New Career curriculum be a unique educational program, not a sub-standard educational program. For many New Careerists, a formal education is a goal that is secondary to their main goal of meaningful employment. It is, therefore, advisable to gear the educational program to their particular needs and to orient the student to the expectations implicit in the educational component of New Careers.

The courses described here are judged to be essential to the success of the enrollee, both in terms of the development of necessary skills and in terms of the personal growth needed for maintaining his job and reaching his educational goals. The credits earned by completion of the course are applicable toward the A.A. degree and/or transfer to a four-year institution. It is recommended that all New Career enrollees be offered these courses early in the educational phase of the program.

Because of the broad range of educational background among New Career enrollees as they begin the program, evaluation in these basic courses should be the measurement of progress from an individual's own starting point rather than competition against each other or comparison to objective standards. At the end of each course, however, each enrollee should be advised of his ability to proceed to higher level college courses.

Speech 51A	Public Speaking
English 90C	Composition Workshop (or 66 Remedial Reading and Composition)
Mathematics 50	Arithmetic Review (or 66 Basic Mathematics)
Psychology 86A	Interpersonal Relations
Economics 14	Consumer Problems
Work Experience 99	Work Experience Education

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[1] Reprint from New Careers Development Report, Oakland, California, prepared by the New Careers Development Agency staff, October, 1968.

PUBLIC SPEAKING

Relation to program:

Oral communication is a significant part of job performance for New Careerists. Moreover, an ability to speak clearly and to express ideas logically would be an asset in other classes as well as on the job. This class could also serve as a needed bridge between an area of competence for most enrollees (talking) and the relative discipline of writing and organizing required in one educational setting.

Expected outcome:

Starting in the familiar area of speech would increase the enrollee's confidence for going on to more academic areas. The enrollee would have an outlet for the airing of ideas and concerns related to the job and the educational program and an opportunity to refine and organize these into constructive suggestions. There should also be instruction and assignments in the use of library and resource materials as enrollees use these to prepare oral presentations.

Course content:

Enrollees would make a number of speeches during the term, planning most in advance through library research and/or agency research. There would also be debates and general class discussions about issues relevant to the program. Here, the emphasis would be to develop clear and logical expression. Lessons in formal logic and rhetoric could be given, and there might be discussion on the art of speakers from Cicero to Malcolm X, as well as guests who might address the class.

Method of evaluation:

The individual would be evaluated primarily on the quality of his oral presentations, especially in terms of his improvement against himself, his effective use of resources, and his level of organization. Enrollees might be included in the evaluation by giving constructive criticism of each other's speeches. There might also be some brief objective evaluation of the enrollee's understanding of the concepts of logic and organization.

COMPOSITION WORKSHOP

Relation to program:

The skills developed in this course are required in both crucial areas of the New Careerist's experience. In the performance of his job, he must be able to read with understanding and to communicate clearly in writing. These skills are also basic to success as the New Careerist proceeds with his educational program.

Expected outcome:

The goal of this course should be built around written materials central to the current experience of the enrollees. These materials would include reports, instructions, forms, etc., actually in use on the job. It would also include relevant literature. Exercises for the improvement of skills are then built on this material: analysis of vocabulary used; analysis of grammatical structure; writing interpretive or explanatory paragraphs; reading aloud for understanding; discussion of concepts; looking up background material in the library.

Method of evaluation:

Evaluation should be an ongoing process involving constant revision of "mistakes in progress." An enrollee's relative success should be measured in terms of his personal progress in the skills, and in terms of his ability to handle the reading and writing requirements of his job. Although an individual standard of evaluation is suggested for this course, some caution is necessary for the protection of the enrollee within the college context. Careful consideration should be given to those students whose skills are poorly developed in relation to objective standards of the college. These students might be given alternate credit for remedial work (see English 66) and/or advised to take another course in the 90 series before proceeding to a higher level of work in English.

REMEDIAL READING AND COMPOSITION

Relation to program:

Because one goal of the New Careers program is to provide opportunities for those who may not have been successful in their previous education, it is incumbent upon the program to provide remedial education where it is needed. Before they can proceed on the job or in the college, those enrollees with poor reading and writing skills will need special attention.

Expected outcome:

The goal of this course is to bring poorly-developed skills up to a level where the individual can function adequately in the academic and job setting. Particular emphasis is on reading skills, vocabulary, and written expression.

Course content:

Enrollees in this course will be performing basically the same activities as those in English 90C, only at a level corresponding to their particular stage of development. They need not even be isolated from the 90C group except for some additional work with a reading specialist on such areas as sound and word patterns, reading comprehension and speed.

Method of evaluation:

Since this is a remedial course, evaluation should be purely on the basis of individual progress in skills.

ARITHMETIC REVIEW

Relation to program:

Job requirements in most agencies include a working knowledge of at least basic mathematics. Furthermore, combined with information gained from the course in Consumer Problems, this knowledge can help New Careerists handle their personal finances more effectively.

Expected outcome:

The basic goal of the course is to give the enrollee the skills needed to solve everyday computational problems. For some enrollees, the course will also serve as a foundation for moving on to the more advanced courses required to develop specific job skills (such as algebra or mechanical drawing and, eventually, statistics, data processing, etc.)

Course content:

As far as practical, the course will consist of material appropriate to the job requirements and skill level of each individual enrollee. Actual job materials and examples from everyday experience will be incorporated into a study of these concepts: addition, subtraction, multiplication, and division of whole numbers, decimals, especially in relation to money; percentage; common fractions; measurements; ratio and proportion; positive and negative numbers.

Method of evaluation:

The enrollee's grasp of the content will be evaluated partially by written tests covering the mathematical concepts mentioned above. In addition, it will be evaluated on the basis of his ability to handle the forms and reports requiring math skills on his job. Those enrollees who are unable to meet minimum standards corresponding to the college objective standards for this course should be given alternate credit for remedial work. (See Mathematics 66.)

BASIC MATHEMATICS

As in the case of English 66, this course is designed to provide supplementary remedial work for those who need it. The content will be largely the same as that of Arithmetic Review, but on a level corresponding to the enrollee's skills. The greater emphasis will be on the basic concepts of addition, subtraction, multiplication, and division. Again, as in English 66, evaluation should be on the basis of individual progress in skills.

INTERPERSONAL RELATIONS

A career in human service requires the development of the New Careerist's skills in communicating with and relating to others. It also requires a firm understanding of himself and his own values, so that he can keep his identity as he functions within the framework of his job and deals with the possible conflicts of his role.

Expected outcome:

One goal of the course is to examine and practice the special skills of interpersonal and intergroup relations — including verbal and non-verbal communications, interviewing techniques, the effects of emotion and motivation, etc. There should also be an opportunity for enrollees to examine and work out some of the problems presented by the New Career rolé — possible conflict with agency and/or societal values, need to act as mediator between agency and clients, pressures of combined work and student load.

Course content:

The group itself serves as a workshop in interpersonal relations. If members of a given class are employed by the same agency, the greatest relevance to work experience is possible. Examples for class discussion should be taken from work situations involving problems in communication and relationships with clients and/or agency personnel. Verbal and written exercises consist of analysis of these cases and also of those relationships and problems displayed within the class itself. Films, recordings, and guest experts can also be used to stimulate spontaneous interaction, which can then be analyzed by the group.

Method of evaluation:

The main standards of evaluation are the enrollee's ability to communicate with and relate to other members of the group, and his ability to objectively understand this interaction. Class members can be helpful in making this evaluation of each other. Evaluation can also be made on the basis of understandings' expressed in written assignments.

CONSUMER PROBLEMS:

Relation to program:

For most New Career enrollees, the earning power presented by the program is a new power and one they wish to use effectively. The ability to avoid undue economic difficulty is also necessary if the individual is going to be able to devote his attention and energies to other aspects of the program.

Expected outcome:

An examination of consumer problems in contemporary society should help the New Careerist to handle his personal economic

Instructors of New Careers classes are oriented to the concept of the program and to the needs of the user agencies. They are urged to use course content relevant to New Careerists and to agency tasks. Instructors are also given in-service consultation in teaching techniques and interpersonal approaches that have proved successful. An attempt is made to involve students and instructors, as well as educational and agency supervisors, in the process of currciulum development and evaluation. This involvement is structured into the Educational Task Force. This is a group of representatives from each hiring agency, from NCDA, from the college, and from the trainee. This group meets periodically as a clearing house for information among the various components. It also makes recommendations regarding educational policy and planning.

At times, special courses have been set up on the agency site. This may be a regular course given on site for the convenience of the employees. More uniquely, it may be a course specifically designed to utilize the facilities and staff of the agency and make the course content particularly significant to the trainee. He then discovers that academic content can be built into his work. An ongoing project of the NCDA Education Specialist and the Merritt Co-ordinator is to help agencies examine their training programs; where content can be organized and tailored to meet college accreditation standards, the special courses arise.

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Another prime source of continuing New Careers information is published by New Careers Development Center, School of Education, New York University, Room 238, 239 Greene Street, New York, N.Y., 10003. The quarterly newsletter entitled New Careers provides capsule views of new careers projects and periodic bibliographies.